DOCUMENT RESUME

ED 130 017 CE 008 153

AUTHOR Ford, Henry J.; And Others
TITLE Feasibility of Extension of Selected GED Services to USAR and ARNG. Final Report.
INSTITUTION Office of the Adjutant General (Army), Washington, D.C.
REPORT NO ED-76-01
PUB DATE Apr 76
NOTE 139p.; Not available in hard copy due to marginal reproducibility of the original document

EDRS PRICE MF-$0.83 Plus Postage. HC Not Available from EDRS.
DESCRIPTORS *Educational Benefits; Educational Development; Federal Programs; *Military Personnel; Program Evaluation; *Student Financial Aid; Tuition Grants; *Veterans Education
IDENTIFIERS Army National Guard; Army Reserve; General Educational Development; United States

ABSTRACT

This report addresses the extension of selected educational benefits to the Army Reserve (USAR) and Army National Guard (ARNG). The current Army General Education Development (GED) program is described, and a literature review of the effects of education upon military performance is included. A concept of extending tuition assistance to the Reserve and National Guard is developed, and recommendations pertaining to the design and cost of this concept are offered. Over half of the report is appendixes: Study Directive; House Rule 96; Department of Defense Proposal; GED Program Report; Questionnaires; Comments on Existing USAR Programs; ARNG Programs; Impact/Opinion Statements; and References. (WL)

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ED130017

REPORT NUMBER ED-76-01

FEASIBILITY OF EXTENSION OF SELECTED GED SERVICES TO USAR AND ARNG

FINAL REPORT

BY

MR. HENRY J. FORD, DAAG-ED
LTC RONALD W. HYATT, ARNGUS
MAJ COLIN R. DOANE, USAR
MAJ THEODORE F. MARTINEZ, USMCR
CPT BILLY L. BURNSIDE, DAAG-SD

THE ADJUTANT GENERAL CENTER
EDUCATION DIRECTORATE

APRIL 1976

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REPORT DOCUMENTATION PAGE

READ INSTRUCTIONS BEFORE COMPLETING FORM

1. REPORT NUMBER ED-76-01	2. GOVT ACCESSION NO.	3. RECIPIENT'S CATALOG NUMBER
4. TITLE (and Subtitle) FEASIBILITY OF EXTENSION OF SELECTED GED SERVICES TO USAR AND ARNG		5. TYPE OF REPORT & PERIOD COVERED Final
		6. PERFORMING ORG. REPORT NUMBER
7. AUTHOR(s) Mr. Henry J. Ford, LTC Ronald W. Hyatt, (ARNGUS), MAJ Colin R. Doane, (USAR), MAJ Theodore F. Martinez, (USMCR), CPT Billy L. Burnside		8. CONTRACT OR GRANT NUMBER(s)
9. PERFORMING ORGANIZATION NAME AND ADDRESS Education Directorate (DAAG-ED) The Adjutant General Center Washington, D. C. 20314		10. PROGRAM ELEMENT, PROJECT, TASK AREA & WORK UNIT NUMBERS
11. CONTROLLING OFFICE NAME AND ADDRESS Systems Development Directorate (DAAG-SD) The Adjutant General Center Washington, D. C. 20314		12. REPORT DATE April 1976
		13. NUMBER OF PAGES 135
14. MONITORING AGENCY NAME & ADDRESS(if different from Controlling Office)		15. SECURITY CLASS. (of this report) UNCLASSIFIED
		15a. DECLASSIFICATION/DOWNGRADING SCHEDULE

16. DISTRIBUTION STATEMENT (of this Report)

Approved for public release; distribution unlimited.

17. DISTRIBUTION STATEMENT (of the abstract entered in Block 20, if different from Report)

18. SUPPLEMENTARY NOTES

19. KEY WORDS (Continue on reverse side if necessary and identify by block number)

Educational Benefits
Tuition Assistance
General Educational Development
Army Reserve
Army National Guard
Education

20. ABSTRACT (Continue on reverse side if necessary and identify by block number)

This report addresses the extension of selected educational benefits to the Army Reserve and Army National Guard. The current Army General Educational Development program is described, and a literature review of the effects of education upon military performance is included. A concept of extending tuition assistance to the Reserve and National Guard is developed, and recommendations pertaining to the design and cost of this concept are offered.

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FOREWARD

The responsible organization for this study is the Education Directorate, The Office of the Adjutant General, Department of the Army. The composition of the study team was as follows: LTC Ronald W. Hyatt from the North Carolina National Guard for a period of 90 days active duty, MAJ Colin R. Doane from the United States Army Reserve for 90 days, MAJ Theodore F. Martinez from the United States Marine Corps Reserve for 45 days, Mr. Henry J. Ford of the Education Directorate for the duration of the study, and CPT Billy L. Burnside from the Systems Development Directorate, The Adjutant General Center, during data analysis and final report writing and revision. Appreciation is expressed to the above organizations for the manpower provided, and to the National Guard Bureau, Office of the Chief of Army Reserve, and National Center for Educational Statistics, US Department of Health, Education, and Welfare, for serving as primary data sources. Guidance and assistance was provided by the following personnel from the Education Directorate, Office of the Adjutant General: COL James L. Marshall, Jr., Director; Mr. Tilton Davis; Mr. Leon McGaughey; Dr. John Menozzi; and Mr. John Raines. Assistance in the administration of questionnaires was provided by CPT Dennis Levin of the North Carolina National Guard. All others who provided data and assistance during the study effort, too numerous to list here, are gratefully acknowledged.

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EXECUTIVE SUMMARY

Section I. Statement of the Problem.

1. General. The overall problem lies in maintaining the required strength and quality of personnel in the United States Army Reserve (USAR) and Army National Guard (ARNG) in the present volunteer Army environment. Within the Total Force Concept, is extremely important that the authorized strength of USAR/ARNG forces be maintained. Under the Reserve Component Quality Improvement Plan, the USAR and ARNG are limited to the same lower quality content percentages and minimum qualifying criteria as those imposed on the Active Army by Congress for FY 74. The USAR and ARNG have encountered difficulties in meeting both quantity and quality criteria.

2. Strength of Forces. The USAR has had a recent history of serious problems in recruiting and retention of personnel, maintaining the average strength mandated by law in only one of the last four FY's. The ARNG has not recently had as serious a problem here, having maintained the minimum strength mandated by law for the last two FY's. Both components have in recent years failed to recruit the desired number of non-prior service accessions. With the anticipated exit from the USAR/ARNG of many Vietnam-era enlistees, a serious recruiting/retention problem is foreseen for both components. Further, recruiting/retention incentives are needed.

3. Quality of Forces. The total Selected Reserve has, since the end of the draft, encountered difficulties in maintaining the desired percentages of its force strength with at least a high school diploma and from the top three mental categories as defined by the Armed Forces Qualifying Test. Analysis of accession data indicates that this problem is presently serious for the ARNG and potentially serious for the USAR. Further educational benefits are needed to attract educationally motivated young men to reserve service and to improve the quality of reserve forces.

Section II. Background

4. Purpose. The general purpose of this study effort was to examine the feasibility of extending selected General Educational Development (GED) services to USAR and ARNG and, if such extension was found to be feasible to prepare an implementation concept. The scope of the study was Armywide in the peacetime environment.

5. Current Active Army GED Program. A variety of educational benefits are currently available to Active Army personnel, including tuition assistance, testing, and counseling. The Education Directorate of the Adjutant General Center formulates detailed GED operational policy and monitors GED programs developed by major commands. During FY 75, approximately 34.5% of Active Army Personnel participated in the GED program, with 38.6 million hours of educational service being performed. Total cost of this program was 72.6 million dollars.

6. Studies/Surveys Relating to Value of Educational Benefits. A review of background literature indicates that educational benefits are one of the most powerful recruiting/retention incentives for the military. The review also indicates that civilian education is positively correlated with military performance, and that there is a need for the military to attract educationally motivated young men.

7. Structure and Operations of Reserve Components. The USAR and ARNG with which we are herein concerned are components of the Selected Reserve of the Ready Reserve. Both components have a primary mission of augmentation of the Active Army during time of national emergency, and the ARNG has an additional mission of maintaining domestic order. The USAR is a federal force organized and maintained by the Active Army, while members of the ARNG are under the jurisdiction of their respective states except when ordered into active federal service.

8. Proposals for Providing Educational Benefits to USAR/ARNG. There have been two major proposals made regarding the extension of educational benefits in the form of tuition assistance to the USAR/ARNG: House Rule (HR) 96 and a Department of Defense (DOD) proposal.

a. HR 96 would provide 60% of the cost of tuition during initial enlistment and 75% during subsequent enlistments, for a maximum of 10 semester hours per year. The estimate used for the average cost per semester hour for academic year 75-76 was $33.03, and total cost of the program for USAR/ARNG in FY 76 was projected to be 29.6 million dollars.

b. The DOD proposal would provide 50% of tuition cost during initial enlistment and 75% during subsequent enlistments, for a maximum of six semester hours per year. The estimate of the average cost per semester hour for academic year 75-76 was $65.00 (the basis for this high cost figure could not be determined;

the indication is that it is based only upon four-year universities), and total cost of the program for USAR/ARNG in FY 76 was projected to be 32.5 million dollars.

Section III. Approach to the Problem

9. Questionnaires. In order to address the purpose of the study, questionnaires were developed and administered to members of the following groups: USAR/ARNG enlisted personnel, Active Army recruiters, ARNG recruiters, and USAR recruiters. These questionnaires obtained demographic data, opinions, and measures of the potential usage of educational benefits and their effect upon reenlistment. Legal restrictions precluded the survey of potential enlistees to determine the effect of educational benefits upon initial accessions.

10. Other Data Collection Techniques. Educational programs in existence or in the proposal state for USAR/ARNG were surveyed to serve as possible models for elements of the program developed by the present study and to avoid duplication of programs already in existence. Allied nations were telephonically surveyed to determine their experience factor with providing educational benefits to reserve forces. A map location study was conducted to determine the location of USAR/ARNG units in relation to Army Education Centers and educational institutions. Impact/opinion statements were obtained from managers of Army programs potentially affected by the proposed extension of tuition assistance. Relevant cost estimates were obtained from various sources.

Section IV. Findings/Conclusions/Recommendations

11. Findings/Conclusions. The following findings and conclusions were derived from the data collection effort:

a. The extension of educational benefits would increase USAR/ARNG reenlistments by an amount in the range of 9% to 21%.

b. Educational benefits would increase USAR/ARNG non-prior service accessions by a substantial but not precisely determined amount. Civilian survey studies are needed to quantify this increase.

c. USAR/ARNG enlisted personnel and program managers are highly positive toward the extension of educational benefits to their components.

d. Active Army and USAR/ARNG recruiters feel that they are in competition for the same pool of potential recruits, and Active Army recruiters feel that the extension of educational benefits will hinder their efforts; this fear has yet to be substantiated. Further cooperation among recruiter groups is needed.

e. There are presently almost no educational programs in effect for the USAR; however, several state ARNG educational programs are in effect or in the proposal state (23 states have a program in effect, and almost all other states have a proposed program). The National Guard Bureau (NGB) on 29 Oct 1975 tasked the states with an existing program to survey the program's effects on recruiting and retention. This survey will be completed on 30 Jun 1976. Federal legislation will require coordination with these state programs.

f. Allied nations have no experience in providing educational benefits to their reserve forces.

g. Approximately 30% of USAR/ARNG units are located within driving range (100 miles) of an Army Education Center, and 78% are located near an educational institution.

h. Due to the geographical distribution of USAR/ARNG units, it is not feasible to offer them the full range of educational benefits available to Active Army personnel at Army Education Centers; for example, counseling and testing services.

i. It is feasible (but not necessarily cost-effective) to extend tuition assistance to the USAR/ARNG. Any assistance given should be offered for 10 semester hours per year, with 60% of tuition paid for initial term enlistees and 75% paid for subsequent term enlistees, since a viable benefit should amount to at least $300 per year.

j. The weighted average cost per semester hour of instruction during academic year 75-76 is $31.34.

k. The rate of participation in a USAR/ARNG tuition assistance program is roughly estimated to be 20% of eligible personnel. Due to the imprecision of this estimate, cost estimates should include projected participation rates of 10%, 20%, and 30%.

l. The total cost, including administration, of the proposed extension of tuition assistance for FY 76 (based upon 20% participation) is projected to be 25.0 million dollars (10% and 30% estimates are 13.3 million and 37.0 million dollars). This figure is significantly less than that obtained in previous proposals.

m. The effects of the proposed extension of tuition assistance upon Active Army recruiting has not been sufficiently studied. Such study should be conducted before implementing a tuition assistance program for the USAR/ARNG. The currently ongoing ARNG survey (see conclusion e) may be applicable here.

12. Conclusion summary. The major conclusions of the present study effort are summarized below:

a. The proposed tuition assistance program would have positive effects upon USAR/ARNG recruiting and retention.

b. Active Army recruiters feel that the proposed program would hinder their recruiting effort, but this fear has not yet been substantiated.

c. The cost of the program would be approximately 25 million dollars during the first year of operation.

d. The program should be administered through the USAR/ARNG, and not through the Active Army GED program.

13. Recommendations. The recommendations based upon the present study are as follows:

a. That the study be approved by The Adjutant General and be provided to interested agencies for their information and appropriate action.

b. That, DAAG-ED in coordination with NGB evaluate the cost effectiveness of the 11 existing state-sponsored tuition assistance programs and that DAPE-MPR in coordination with NGB evaluate the effects of these programs on recruiting.

c. That, when and if educational benefits are extended to USAR/ARNG, the program be designed along the lines of the model developed in this study, and that any cost estimates for current legislative proposals be computed using methodology as in this study

Chapter 1. Statement of the Problem

1. General.

a. The overall problem, as outlined in the study directive (Appendix A), is in maintaining the required strength and quality of personnel in the reserve components in the present volunteer Army (VOLAR) environment. Required strength will herein be defined in terms of manpower authorizations, with consideration given to mix of prior service (PS) and non-prior service (NPS) accessions in this strength. Quality of personnel will be defined in terms of established minimum mental category and educational level standards. The total Selected Reserve consists of the following components: Army National Guard (ARNG), United States Army Reserve (USAR), United States Navy Reserve (USNR), United States Marine Corps Reserve (USMCR), Air National Guard (ANG), and United States Air Force Reserve (USAFR). The reserve components addressed in the present study are the USAR and ARNG of the Selected Reserve of the Ready Reserve. The structure and further definition of these components are discussed in Chapter 2, Section III.

b. According to the Annual Report of the Secretary of Defense on Reserve Forces FY 1974, the biggest problem facing the service components is the recruiting and retention of personnel. The problem is related to the ending of the Vietnam conflict and of the draft, especially for USAR/ARNG, since reserve duty no longer serves as an alternative to two years involuntary active military duty. The termination of the draft has also eliminated the inducement of entering the reserves to avoid prolonged interruption of a college education. The effect of this environment upon the quantity and quality of reserve personnel is discussed in the remainder of this chapter.

Section I. Problems Related to Strength of Forces

2. Overall Environment and Policy. Within the Total Force Concept, emphasis is being placed on availability, force mix, limitations and potential missions of the USAR and ARNG in future contingencies. Reserve forces comprise approximately one third of the total forces, and the most workable and cost effective combination of reserve and active forces is constantly being sought. Within such an environment, it is extremely important that the optimal strength of reserve forces be determined and maintained.

3. Strength of USAR.

a. In order to determine whether or not the USAR currently has a problem in maintaining its authorized strength of forces, it is necessary to compare authorized and actual assigned strengths over a recent period of time. Unfortunately, the answer to the question "What is the authorized strength of the USAR?" is not as clear as one would hope. Stevens (information paper, 1975a) has discussed five different meanings of the term "authorized strength" in terms of FY 75 data; the authorized structure strength at full table of organization and equipment (TOE) was 276,000, the authorized general order strength was 252,870, Public Law 93365 authorized a strength of an average of not less than 225,000, OSD's strength authorization based on funds allocated in the revised Schedule of Obligational and Commitment Authority was 220,000, and the strength authorized in the amended DOD Decision Program Memorandum was 212,400. Thus, the statistic "percent of authorization maintained" is dependent upon the definition of "authorization", and the study group found that this is not consistent or clearly stated in all publications. The definition used may depend upon the conclusion desired. Throughout the remainder of this report, "authorized strength" will refer to either general order strength or the minimum mandated by law, and each usage of the term will be clearly defined. A "serious problem" in maintaining strength of forces is defined as a failure to maintain an average strength above the minimum mandated by law during an entire year.

b. During the period AUG 74 to AUG 75 the average monthly assigned strength of the USAR was 233,152 and the average monthly authorized general order strength was 252,925; thus, 92 percent of the authorized general order strength was maintained, on the average (FORSCOM Reserve Recruiting and Retention Monthly Statistics, August 75). The average strength maintained was above the average of not less than 225,000 mandated by Public Law 93365. The actual USAR end strength for FY 74 was 234,866 (Annual Report of the Secretary of Defense on Reserve Forces FY 74), which exceeded the minimum mandated by law, and was again approximately 92 percent of the authorized general order strength. Data obtained from the Office, Deputy Assistant Secretary of Defense (Reserve Affairs) indicate that, since FY 1970, the average strength of the USAR was less than the minimum authorized by law in FY 1972, FY 1973, and FY 1974. Thus, USAR has encountered a serious strength problem in three of the last four FY's. The fact that the minimum strength authorized by law was exceeded in FY 75 does not indicate optimism for the future. This resulted from a decrease in the minimum specified by law, rather than from an increase in USAR strength. Future success in maintenance of USAR forces cannot depend upon further reductions in force strength required.

c. ARNG and USAR exceeded their overall recruiting programs for FY 75 (Stevens, information paper, 1975b), but this was accomplished with a heavier than desired reliance on prior service enlistees. The prior service/non-prior service (PS/NPS) ratio has declined steadily since FY 70, reaching a low of 24 percent NPS in FY 74, and reversing to approximately 40 percent NPS in FY 75. This is seen as a potentially unhealthy accession mix (Lowe, 1975). These data indicate a possible future increase in the severity of the reserve recruiting problem; there is a shortage of NPS accessions, and this problem may become more severe as the last of the Vietnam era enlistees leave the reserve components. Adams, et. al (1974) estimated that the Selected Reserve accession requirements would increase from 53,000 in FY 74 to 93,000 during FY 76.

d. In conclusion, the USAR has had a recent history of serious problems in recruiting and retention of personnel, maintaining the average strength mandated by law in only one of the last four FY's. There is also a problem in recruiting the desired number of NPS personnel. There is reason for anticipating that these problems may become more severe in future years.

4. Strength of ARNG. While many of the problems with the definition of "authorized strength: discussed in paragraph 3a above are applicable to the ARNG, these will not be further discussed here. Retention Monthly Statistics, August 1975, the average monthly authorized general order strength of the ARNG during the period AUG 74 to AUG 75 was 405,558, while the average monthly actual assigned strength was 403,142. Thus, during the past year the ARNG has maintained an average strength of not less than 400,000, as mandated by Public Law 93-365. A tabulation of strength by state revealed that of the 53 states and territories, 17 were above 100 percent strength while only 6 were below 90 percent strength, as of 31 AUG 75. Data obtained from Office, Deputy Assistant Secretary of Defense (Reserve Affairs) indicate that, since FY 1970, ARNG maintained a strength less than the minimum authorized by law during FY 1972 and FY 1973. The ARNG does not appear to recently (during the last two years) have a serious recruiting and retention problem, but the PS/NPS mix discussed in paragraph 3c above is a problem. The maintaining of minimum strength authorized by law may become a more serious problem for the ARNG with the anticipated departure of large numbers of Vietnam - era enlistees.

Section II. Problems Related to Quality of Forces

5. Overall environment and policy. The quality of forces which is of interest in this report is commonly defined in terms of two measures: minimum educational attainment level, and mental categories as determined by percentile score on the Armed Forces Qualifying Test (AFQT).

a. Until recently the reserve components had few educational level goals established for their personnel; the USAR had none and the ARNG (National Guard Regulation 600-200, chapter 6, section 11) required completion of eighth grade for promotion to pay grade E5 and completion of high school or equivalent education for promotion to pay grade E6. On 1 APR 75 the Army implemented a Reserve Component Quality Improvement Plan which limits the lower quality content percentages and raises the minimum qualifying criteria to those imposed on the active Army by Congress for FY 74.

Thus, for the reserve components as well as the Active Army, at least 55 percent of NPS accessions must now have a high school diploma or the equivalent thereof. A high school equivalency certificate or diploma is required for promotion above pay grade E5. Other Active Army educational goals include the attainment of academic credit, or licensing, certification, or advanced standing in a trade or skill in addition to a high school diploma for one-term enlistees; the attainment of an associate degree or two years of college equivalency by warrant officers and NCOs during the first 15 years' service; a baccalaureate degree for all commissioned officers; and, for officer personnel, graduate education essential for optimum performance of duty. With the increased importance of the reserve components under the Total Force Concept, their educational goals should be the same as those of the active Army; however, the imposition of such goals may make reserve recruiting/retention more difficult.

b. The major mental categories defined by the AFQT are as follows; Category V consists of individuals scoring on percentiles 1-10, Category IV is percentiles 11-30, Category III is percentiles 31-64, Category II is percentiles 65-92, and Category I is percentile 93 and above. Minimum quality content percentages established for the Active Army and reserve components specify that no more than 18 percent of NPS enlistees will be from Category IV, and no enlistees will be accepted from Category V.

6. Quality of Total Selected Reserve. The quality of NPS male accessions to the total Selected Reserve (ARNG, USAR, USNR, USMCR, ANG, and USAFR) in terms of the criteria discussed in paragraph 5 above is shown in a series of tables and figures extracted from the Annual Report of the Secretary of Defense on Reserve Forces FY 75. Table 1 shows that, from FY 71 to FY 75, the percent of accessions from the top two mental categories has decreased while that from the lower two has increased. In FY 74 and FY 75, the percentage of Category IV accessions exceeded minimum guidelines (18 percent) now in effect. Figure 1 also shows that the percentage of total Selected Reserve forces in Categories I and II has decreased, while the percentage from Categories III and IV has increased. Table 2 demonstrates a tremendous decrease in accessions of college graduates, with a corresponding increase in accessions of nonhigh school graduates. This effect appears more clearly in Figure 2. Since the halting of Vietnam hositilities, the profile of total Selected Reserve accessions has changed dramatically.

7. Quality of USAR/ARNG. It was established in paragraph 6 above that the total Selected Reserve has a problem in maintaining the required quality of its forces. However, in the present document, we are not concerned with the total Selected Reserve, but rather with the USAR/ARNG components thereof. Since USAR/ARNG forces comprise approximately two thirds of the total Selected Reserve forces (see Chapter 2, Section III, Figure 3), it seems a safe assumption that any total Selected Reserve problem is also a problem for USAR/ARNG. This assumption is analyzed below.

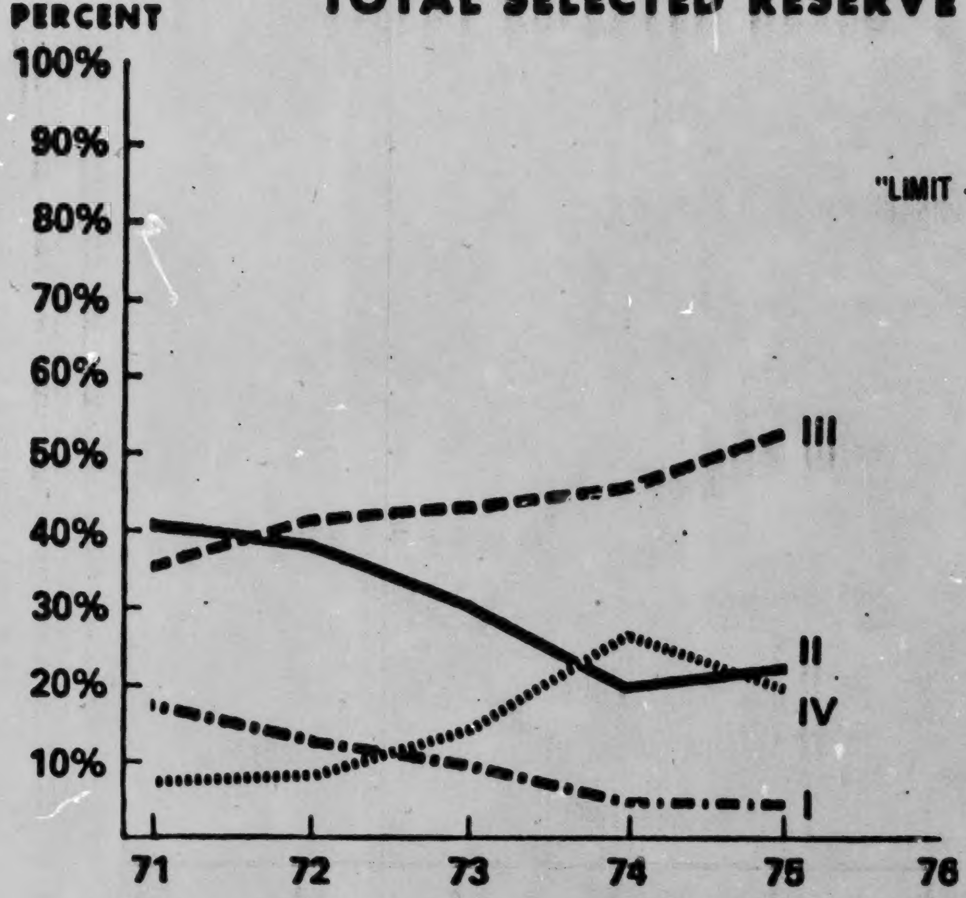
TABLE 1

NPS MALE ACCESSIONS BY MENTAL CATEGORY
TOTAL SELECTED RESERVE

MENTAL CATEGORY		FY 71	FY 72	FY 73	FY 74	FY 75
I	NUMBER	17,298	10,273	5,158	1,780	1,499
	PERCENT	12.5	12.5	10.0	4.6	3.0
II	NUMBER	40,999	31,312	15,963	7,961	10,979
	PERCENT	41.0	38.1	31.0	20.6	22.2
III	NUMBER	34,696	34,054	22,729	18,150	26,848
	PERCENT	34.8	41.4	44.1	47.0	54.2
IV	NUMBER	6,892	6,545	7,682	10,736	10,181
	PERCENT	6.9	8.0	14.9	27.8	20.6
	TOTAL	99,885	82,184	51,532	38,627	49,517

FIGURE I

NPS MALE ACCESSIONS BY MENTAL CATEGORY TOTAL SELECTED RESERVE



"LIMIT - 18% CATEGORY IV"

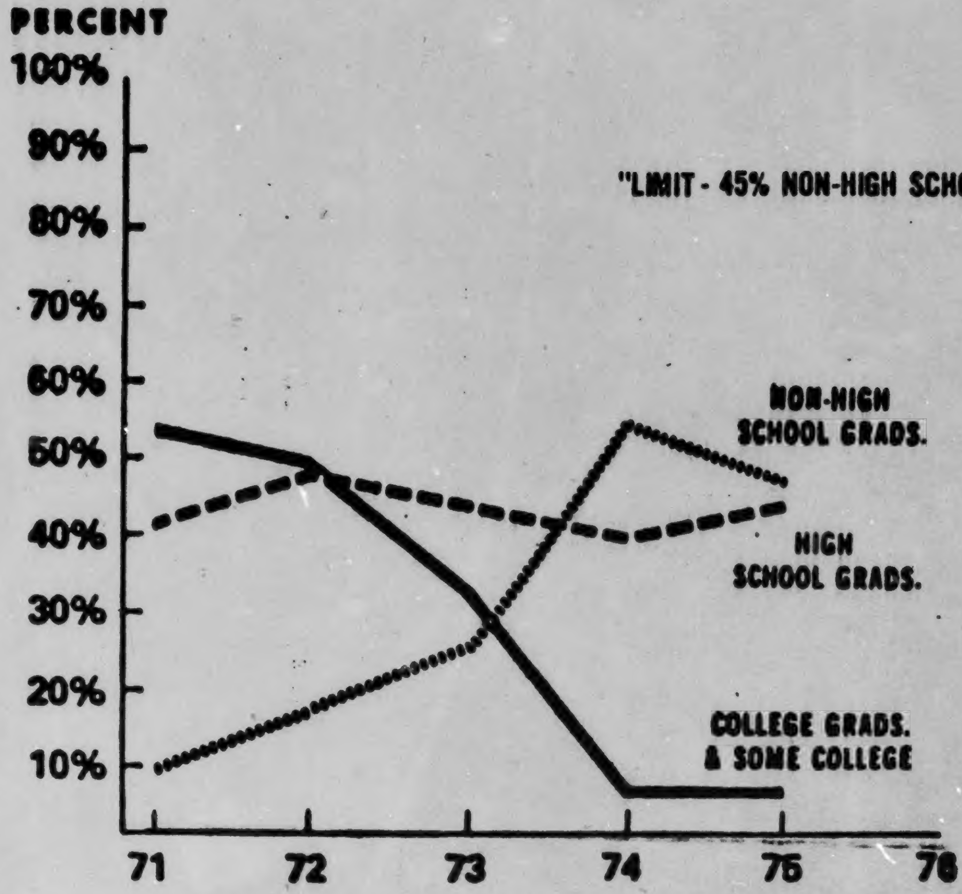
TABLE 2

NPS MALE ACCESSIONS BY EDUCATIONAL ATTAINMENT
TOTAL SELECTED RESERVE

EDUCATION		FY 71	FY 72	FY 73	FY 74	FY 75
SOME COLLEGE	NUMBER	52,581	31,350	12,905	2,297	3,095
& COLLEGE GRADS	PERCENT	52.3	37.8	24.8	5.9	6.1
H. S. GRADS	NUMBER	40,080	38,769	22,541	15,514	23,168
	PERCENT	39.9	46.8	43.3	39.6	45.3
NON H. S. GRADS	NUMBER	7,908	12,731	16,579	21,406	24,827
	PERCENT	7.8	15.4	31.9	54.5	48.6
TOTAL		100,569	82,850	52,025	39,217	51,090

FIGURE 2

NPS MALE ACCESSIONS BY EDUCATIONAL ATTAINMENT
TOTAL SELECTED RESERVE



a. A profile of enlisted USAR personnel, as of MAR 75, obtained from the Office of the Deputy Assistant Secretary for Reserve Affairs, is shown in Table 3. The percentage of non-high school graduates in the USAR was at that time small (8%). Figures obtained informally from the Office of the Chief, Army Reserve indicate that, for FY 75, only 28% of USAR accessions were nonhigh school graduates, and only 12% were from Category IV. These accession rates are well within specified quality limits, so the assumption that the USAR has a problem in quality of forces is not supported.

b. ARNG male and female NPS accession data for FY 75 are shown in Table 4; Category I and II accessions were low and Category IV accessions exceeded the currently mandated maximum of 18%. Data obtained informally from the National Guard Bureau indicate that 53% of these FY 75 ARNG accessions were nonhigh school graduates, also in excess of the specified maximum requirement (45%). A profile of ARNG enlisted personnel by level of educational attainment, as of MAR 75, is shown in Table 5. The educational attainment of the ARNG appears to be less than that of the USAR (Table 3); e.g., 16% of ARNG enlisted personnel were nonhigh school graduates in MAR 75. The assumption that quality of forces problems for the total Selected Reserve also exist for the ARNG is supported.

8. Problem summary. The problem to be addressed in this document has been shown to be at least twofold for both the USAR and ARNG. The USAR has recently had difficulties in maintaining the minimum strength of forces mandated by law. The ARNG is not facing such a serious problem here, except in selected states. Both the USAR and ARNG are relying too heavily upon PS accessions to maintain their force strengths. It is anticipated that the current NPS accession rate will not meet future demands. The ARNG is having difficulties in meeting minimum quality goals now in effect. Such a problem does not appear to be as serious for the USAR. Action is needed to improve recruiting (and retention to a lesser degree) and to raise the quality of the reserve components. The problem analysis in this chapter indicates that the total problem (maintaining the quality and quantity of reserve personnel) relates primarily to the USAR in terms of maintaining quantity and to the ARNG in terms of maintaining quality. However, it should be emphasized that the total problem is potentially relevant at an equally severe level to both the USAR and ARNG. The remainder of this report addresses a possible attack of these problems by a proposed program to extend educational benefits to the USAR/ARNG.

TABLE 3

PERSONNEL PROFILE - EDUCATION BY GRADE

USAR ENLISTED

MARCH 1975

EDUCATION	E1	E2	E3	E4	E5	E6	E7	E8	E9	TOTAL	PERCENT
NON-HS GRAD	797	2,982	2,163	2,533	3,074	947	1,041	880	64	14,481	8
HS GRADUATE	1,181	4,154	7,854	29,604	18,023	8,010	4,959	2,177	678	76,640	40
COLL NO-GRAD	173	969	4,019	17,726	12,848	5,598	2,018	949	343	44,642	24
COLLEGE GRAD	34	342	2,161	15,567	12,575	4,871	1,225	336	93	37,204	20
MA/MS/OTHER	3	24	212	1,538	1,446	662	203	86	27	4,021	2
PHD	1	5	22	119	128	77	17	5	6	380	0
GRD WK N-DEG	2	14	100	652	591	243	62	24	5	1,693	1
UNKNOWN	213	847	1,272	3,178	2,107	773	252	63	11	8,716	5
TOTAL	22,409	9,357	17,803	73,917	49,789	21,180	10,357	4,000	1,227	187,958	100

TABLE 4

ARNG NON-PRIOR SERVICE ACCESSIONS

FY 1975 - 33,672

CATEGORY 1	646	2.0%
CATEGORY 2	9,501	28.2%
CATEOGRY 3	16,144	47.9%
CATEGORY 4	7,276	21.6%
UNKNOWN	105	.3%

TABLE 5

PERSONNEL PROFILE - EDUCATION BY GRADE

ARNG ENLISTED

MARCH 1975

EDUCATION	E1	E2	E3	E4	E5	E6	E7	E8	E9	TOTAL	PERCENT
NON-HS GRAD	5,043	8,504	10,208	16,660	8,725	3,792	2,636	662	108	56,338	16
HS GRADUATE	3,896	7,152	19,752	69,530	40,086	18,473	10,975	3,609	862	174,335	50
COLL NO-GRAD	442	1,638	6,734	34,827	24,460	7,373	2,434	835	244	78,987	22
COLLEGE GRAD	66	390	2,673	18,296	13,513	2,713	1,008	221	49	38,929	11
MA/MS/OTHER	9	29	148	996	994	437	209	45	9	2,876	1
PHD	1	6	30	91	135	43	25	5	1	337	0
UNKNOWN	50	25	38	106	68	16	7			310	0
TOTAL	10,509	17,749	39,515	139,654	94,101	33,607	17,742	5,879	1,273	352,112	100

Chapter 2. Background

9. Purpose/Objectives. The general purpose of the present study effort, as stated in the study directive (Appendix A), was to examine the feasibility of extending selected General Educational Development (GED) services to USAR and ARNG and, if such extension was found to be feasible, to prepare an implementation concept. Specific objectives were:

a. To recommend which, and to what extent, GED educational services could be provided USAR and ARNG.

b. To assess, to the degree possible, the impact of extending selected GED services on related on-going programs of the USAR, ARNG, and active Army (i.e., recruitment, retention, active Army GED program, etc).

c. To provide cost estimates and a implementation concept should the extension of GED services be adopted.

10. Scope. The scope of the study was Army-wide in the peacetime environment and required limited contact with other military services and with OSD representatives. Primary emphasis was in the areas outlined in the objectives in paragraph 9 above. In order to further define the scope and set the background for the accomplishment of the objectives, four major topics will be discussed in the remainder of this chapter: current active Army GED program, studies/surveys relating to value of educational benefits, structure and operations of reserve components, and proposals for providing educational benefits to USAR/ARNG.

Section I. Current Active Army GED Program

11. Educational benefits currently available. Policy guidance for the GED program for all active duty military personnel is established by AR 621-5. The mission of the GED program is to provide all military personnel with ample educational opportunity for maximal personal and professional development and to assist them in developing a career education plan relevant to their military career. The GED program is designed to meet the general educational goals outlined in paragraph 5, Chapter 1. In order to accomplish this mission, various educational activities are applied in GED Center programs.

a. GED activities include DA educational equivalency evaluation, accreditation, and tuition assistance, with the latter being of primary interest here. If a service member's qualification record does not indicate successful completion of two years of college, and he has in fact completed an equivalent of two year's college, he may request and receive a DA educational equivalency evaluation. Academic accreditation of course and military educational experience is a responsibility of civilian educational institutions, with assistance and guidance available to service members as a GED activity. Through tuition assistance activities, appropriated funds may be used to pay 75 percent of tuition costs, or fees in lieu of tuition costs, for Army personnel attending off-duty classes conducted by regionally or nationally accredited civilian educational institutions. Tuition costs may also include established laboratory fees or any other fee that is mandatory for registration. Enlisted members and warrant officers are eligible for tuition assistance without added service obligation provided they have sufficient service time remaining to complete the courses. Tuition assistance will not be granted to commissioned officers unless they agree in writing to remain on active duty for at least two years following completion of the courses. It is also not authorized for commissioned officers enrolled in second or subsequent undergraduate degree programs, or if they have Veterans Administration tuition assistance available.

b. Army Education Centers are maintained at Army installations having a troop strength of 750 or more for a total of 197 centers. Various educational programs are offered at these centers:

(1) GED counseling is an individual process to aid service members in making career decisions. It is performed by professionally qualified, full-time counseling personnel, and is normally of an educational nature. It includes periodic follow-ups and an active effort to reach personnel with deficient academic backgrounds, and is normally performed at the first assignment installation, upon PCS, and prior to separation from the service, as well as upon request of the service member. The major record of counseling and educational progress is DA Form 669.

(2) Each education center maintains a testing facility which administers tests to individuals upon the recommendation of a counselor on DA Form 669. Test purposes and results are explained to examinees to the degree possible, and stringent test control procedures are applied. The general tests available include high school GED tests, College Level Examination Program (CLEP), General and Subject Examinations, Subject Standardized Tests (SST), and testing used to provide information about the client for his own use.

(3) Advanced individual training, preparatory reading (AITPT) is a basic reading program to raise reading ability of deficient personnel to an adequate level.

(4) Predischarge education program (PREP) is a program for personnel who have not completed high school or who need remedial, refresher, or deficiency courses to continue their education. PREP instruction is available to active duty personnel with over 180 consecutive days of active duty service.

(5) GED MOS - related instruction and information services provides instruction and libraries in MOS - related subjects, including vocational-technical courses.

(6) Foreign Language courses are offered under technical supervision of Defense Language Institute (DLI) as a part of the Defense Language Program (DLP).

(7) College - Level programs are provided by installation commanders to meet the interest and needs of individual service members, as well as of the command.

c. Other educational programs and opportunities include Job Fairs, commercial correspondence and independent study, external degree programs for service members who choose to learn in whole, or in part, on their own, and Servicemen's Opportunity College (SOC). Each installation should have a participating program with SOC, which provides a means to pursue educational opportunities at institutions of higher learning through non-traditional modes; i.e., through special consideration of military duty hours, mobility, residency requirements, educational experience, etc.

12. Administration of GED program.

a. The overall administration of the Army's GED program is detailed in AR 621-5. At the Headquarters, Department of the Army (HQDA) level, Deputy Chief of Staff for Personnel (DCSPER) develops and provides broad policy and guidance and insures that program and budgetary actions are taken to support the program, while the Adjutant General (TAG) formulates detailed operational policy and monitors GED programs developed by major commands. Each major Army Commander allocates resources to and actively supervises educational services programs at each installation within his command. Commanding Generals, FORSCOM and TRADOC, insure the effective conduct of GED programs at all Army installations and activities within their geographic areas of responsibility. Installation commanders conduct and provide adequate support for the GED program and develop Education Services Plan (ESP) in accordance with instructions provided by HQDA. An ESP is prepared annually by each education center and it forms the basis for the management of each GED program. It includes budget requirements, operating and support activities, educational needs of each installation, and a narrative description of educational programs. Personnel involved in the administration of the GED program include the following: HQDA and major commands each provide a Director of Education and Deputy Director of Education; installation, post, and community regions provide an Education Services Officer (ESO) and/or GED Test Control Officer (TCO), with each ESO being a professional educator; staffs for the operation of Army Education Centers are assigned following guidance in DA Pamphlet 570-551. Also, an Advisory Council of civilian and military educators is formed at each installation to advise in the formulation, planning, and initiation of educational programs.

b. Administration of specific GED programs and activities of primary interest here is accomplished as follows:

(1) The basic education record of each service member is DA Form 669. It is initiated at the reception station or first duty station, and includes aptitude areas scores, MOS codes and titles, and other pertinent data. It is transmitted in the Military Personnel Records Jacket, US Army (DA Form 201).

(2) DA educational equivalency evaluations are handled by submission of request through the ESO to HQDA. HQDA reviews all relevant data and, if the resulting action is favorable, forwards a certification of equivalency to the installation ESO. Otherwise, reasons for nonacceptance and suggested remedial actions will be forwarded to the ESO.

(3) Service members apply for tuition assistance on DA Form 2171, which is submitted to the installation Army Education Center prior to registration. Personnel not completing coursework are required to refund the amount of tuition assistance.

(4) Administration of counseling is explained in paragraph 11 b(1) above.

(5) The administrator - in - charge of testing is the TCO, who enforces appropriate security, environmental, and examiner regulations. Tests which confer academic credit, such as CLEP, are supplied by Defense Tests which confer academic credit, such as CLEP, are supplied by Defense Activity for Non-Traditional Education Support (DANTES) to Army Education Centers upon request. Other tests, such as interest and aptitude measures, are provided by the Army Education Center. The GED test, in CONUS, is administered by the local testing agency certified by the state to administer GED tests. This is usually the testing facility of the local or city school district, or may be the Army installation testing facilityy.

(6) PREP programs must be approved by the Veterans Administration (VA) prior to participation by any active duty personnel. Commanders make arrangements with educational and training institutions to establish and operate courses in support of PREP. Each installation establishes an SOP on PREP to clearly spell out policy. The ESO insures that the quality of the program is maintained.

13. Participation and hours of service. Material in this and the following paragraph is extracted from GED Program Report, DA Form 1821, for FY 75, enclosed as Appendix D. Parts 1A and 1B of this form indicates that of the total Active Army population of 725,532 individuals, 251,011, or 34.5 percent, participated in some GED programs during FY 75. Summarized in Table 6 are the total number of hours of educational service devoted to each program sub-element and activity, and the percent of the total Army population participating in each subelement. These percentabes total to a figure greater than the Army

TABLE 6

GED PROGRAM HOURS OF ED SVC AND PERCENT PARTICIPATING BY ACTIVITY - FY 75

ACTIVITY	(000) HOURS OF SERVICE	PERCENT OF ARMY POPULATION PARTICIPATING
High School	14,003	19
Voc/Tech	3,182	5
College	9,746	26
Foreign Lang	3,530	12
MOS Related	4,088	16
Gen Int	396	-
Counseling	1,044	-
Learning Spt	2,157	-
Admin & Mgt	449	-
TOTAL	38,595	

total of 34.5 percent participation, since individuals may have participated in more than one program sub-element during the year. A total of 1,068,415 personnel (including dependents) were counseled during 1,381,243 counseling sessions. Also, a total of 294,170 tests were administered, with 38 percent of them being performed, with approximately 3.5 million of these being support hours.

14. Funding and cost of GED program. The primary sources of funding for the Army GED program are Operation Maintenance Army (OMA) or appropriated funds, Veterans Administration (VA) funds, and non - appropriated funds (NAF). The FY 75 GED program costs by funding source and type of activity are shown in Table 7. The total cost of the program was $72,582,000, with OMA and VA being the primary funding sources.

Section II. Studies/Surveys Relating to Value of Educational Benefits

15. Education as a recruiting/retention incentive. Before developing a program to provide educational benefits to reserve components as a recruiting/retention incentive, it is necessary to establish, as precisely as possible, the value of education as such an incentive. It is extremely difficult to quantify this value, and the present study group reached the same conclusion as one reached by the Army Education Services Study Group (1973): "..... while it was not possible to quantify the impact of the Army's education program upon accessions and retentions, and assessment could be based upon surveys and reports". Such an assessment is provided in the remainder of this paragraph based upon the relevant background literature.

a. Beusse and Dougherty (1974) observed that the most strongly emphasized VOLAR incentive up until that time was monetary compensation, and they extensively reviewed studies and surveys to develop a strong argument that educational incentives are more effective than monetary ones. Among the numerous supporting studies summarized by these authors were the following:

(1) Gilbert Youth Research, Inc. of New York City has conducted semi-annual surveys since 1971 of the attitudes of young men toward the military service. Responses to open-ended questions have consistently indicated that education and training benefits are endorsed by a higher percentage of young men than are monetary benefits. A more structured question in the 1972 survey indicated that 43 percent of young men chose education incentives as the most likely inducement to enlist, while only 17 percent chose monetary incentives. For young men who expected to enter the military, education or training was listed as strong influence on enlistment more often than were monetary incentives. From the Gilbert Youth Survey data, Fisher (1972) calculated the relative effectiveness of various incentives, and concluded that education incentives are more effective than monetary ones.

(2) Johnston and Bachman (1972) surveyed young men as a part of a Youth in Transition study, and they found that paid schooling was rated as a more attractive incentive than higher pay (only a guaranteed

TABLE 7

GED PROGRAM TOTAL COSTS BY ACTIVITY - FY 75

(000)

ACTIVITY	OMA	VA	NAF	OTHER	TOTAL	PERCENT OF TOTAL
High School	814	22,823	1	14	23,652	32.5%
Voc/Tech	1,180	1,762	1	176	3,119	4.3%
College	6,943	10,907	0	2,616	20,466	28.1%
Foreign Lang	872	2	26	182	1,082	1.5%
MOS Related	1,306	46	24	98	1,474	2.0%
General Int	77	42	0	44	163	0.2%
Counseling	6,716	0	1	0	6,717	9.2%
Learning Spt	3,416	0	58	0	3,474	4.8%
Mgmt & Admin	12,367	0	68	0	12,435	17.1%
TOTAL	33,691	35,582	179	3,130	72,582	
% OF TOTAL	46.4%	49.0%	0.2%	4.3%		

assignment ranked higher than schooling). It was also determined that 2.2 percent of the sample would definitely enlist in the next six months in return for paid schooling.

(3) Periodic surveys of enlistees are conducted at Armed Forces Entrance and Examining Stations (AFEES), and results indicate that education is a strong influence for enlistment. According to the Manpower Research and Data Analysis Center, AFEES surveys for 1975 indicate that the opportunity for a college education influenced 42% of enlistees, and 12% of enlistees indicated that it was the most important reason for enlistment.

(4) Data from the 1973 DOD Personnel Survey indicate that educational benefits have a positive effect on reenlistment intent. The availability of educational programs is a factor in approximately 60 percent of reenlistment decisions.

b. The Army Education Services Study Group (1973) summarized additional survey data supportin the strength of education as a recruiting/retention incentive. Their report states that education and training are two of the top six important reasons for enlistment. They also indicate that educational benefits are the strongest selling point for field recruiters, since they affect recruiting production by as much as 40 to 50 percent.

c. Survey research conducted by opinion Research Corporation (1971) indicates that 89 percent of young men consider the opportunity to complete college work as an important aspect of Army life. Educational opportunities ranked in importance only behind guarantees of individuality and of a job leaving the service.

d. Fisher and Harford (1972) reviewed the literature from 1949 to 1972 and concluded that the most frequently endorsed reason for enlistment was the opportunity for advanced education and training. They recommended that education be more widely used as recruiting tool.

f. Clement, et. al. (1973) found that an enlistment bonus, a home loan guarantee, and educational benefits were judged as the most attractive economic incentives to enlistment. In an attempt to quantify the effects of educational benefits upon reenlistment, they established a USAR/ARNG reenlistment probability of .18. With the hypothetical addition of educational benefits to the reserve components, the intention of reenlistment probability rose to approximately .34. These results indicate that the provision of such benefits would increase reenlistments by 16 percent.

g. In May of 1971, The Office of the Chief of Army Reserve (OCAR) conducted a study of the maintenance of a viable individual Ready Reserve, and included in this study was a survey of the effects of proposed incentives. It was found that tuition assistance was perceived as a viable incentive if provided in the amount of $300 or more per year. Of those USAR personnel not planning reenlistment, such an incentive caused 20.9% to change their minds. Of those IROTC high school seniors not planning to join a Reserve Unit, the incentive caused 16.1% to change their minds.

h. Human Resources Research Organization (1975) conducted a study indicating that education is a definite factor in 69% of enlistments.

i. In summary, a large amount of data are available indicating that educational benefits are one of the most important recruiting/retention incentives. They rank higher than monetary benefits, and appear to be the most consistently highly rated benefit. The only attempts at quantification of this importance indicate that educational benefits would increase reenlistments in USAR/ARNG by from 16 to 21%, and that 2.2 percent of young men would enlist in military service in return for educational benefits.

16. Relationship of education and military performance. a. In considerating the provision of educational benefits to military personnel, a very basic question is often but should not be overlooked. Does a increase in educational level produce a signficant increase in quality of military performance? The Army considers education to be very important, as evidenced by the following statements extracted from AR 621-5, paragraph 1-4: "Any individual can improve both skills and intellect through learning."; "Continuing education is essential if military personnel are to achieve their maximum potential and enhance the desired creative, intellectual, and leadership abilities."; "Civilian education helps to provide the degree of expertise needed by the Army to meet its requirements and to accomplish a variety of missions." The Congress also considers education to be very important to the military, as evidenced by the 1974 passage of educational level and mental category criteria discussed in pargraph 5, Chapter 1.

b. There are several pieces of evidence available indicating that education is at least positively correlated with military performance. Litow (1973) obtained results indicating that the higher the servicemen's educational level, the higher is his standing in military training courses. Training attrition rates were also found to decrease as education increased. Beusse and Daugherty (1974) summarize many studies indicating that disciplinary problems are inversely related to educational level. For example, 1973 data indicated that while only 14 percent of th total enlisted force were non - high school graduates, these individuals comprise 65 percent of the individuals involved in court - martial charges. The TRADOC Quality Soldier Study (1975) clearly illustrates the value of the high school graduate versus the non-high school graduate, in terms of high quality unit readiness and unit performance. Education also offers numerous benefits to the individual service member. Beusse and Doughtery (1974) state that education has a strong positive effect upon quality of a veteran's job and upon his income level. Education is also beneficial to society in general; for example, in terms of lower unemployment rates.

c. It is generally accepted and supported that education is "good", but it is important for the military to strive to achieve carefully determined educational goals, rather than to achieve as much education as posbbile and risk becoming "over-educated". There is always a need for individuals to perform menial tasks in the military, and personnel having the mental capacity suited to these tasks are needed. The Vietnam experience aroused inconguencies between education and the military, but there are data available indicating that education is not incompatible with military service. Beusse and Dougherty (1974) summarized data indicating that those servicemen who upgraded their educational levels were more likely to express positive reenlistment intent than those who remained at the same level. Realistically, current military educational goals so not encourage the recruitment of a force too highly educated for military jobs, and experience indicates that there is little danger of the military becoming "over-educated".

d. Education is positively correlated with military performance measures, but is the relationship cause-and-effect? Or do general personality factors which lead to education-seeking behavior also lead to improved performance in the military? For the purposes of the present study, this question is primarily academic. Beusse and Doughtery (1974) presented data indicating that educational incentives appealed to higher ability young men, while monetary incentives were endorsed by men of lower ability. Thus, if the military service wishes to attract higher ability men, it must offer them educational benefits in order to be motivated to remain in the service, so education is important to the military, whether it has a cause-and-effect relationship to performance or not. The question of how much education the Army needs is unresolved, but it certainly needs and must provide attractions to educationally motivated individuals.

Section III. Structure and Operations of Reserve Components

17. General. As specified in paragraph 1a, Chapter 1, the reserve components with which we are herein concerned are the Army components (USAR and ARNG) of the Selected Reserve. The overall structure of the reserve components is shown in Figure 3, with the strengths of USAR and ARNG as of 30 JUN 74 indicated in order to show the distribution of the Army reserve forces. The Ready Reserve consists of the Selected Reserve (ARNG and USAR troop program units) and the Individual Ready Reserve (individuals completing a 6 year service obligation and not actively participating in a unit). The organizations, legal authority, and command and control structure of the Army components of the Selected Reserve are detailed in the following two paragraphs.

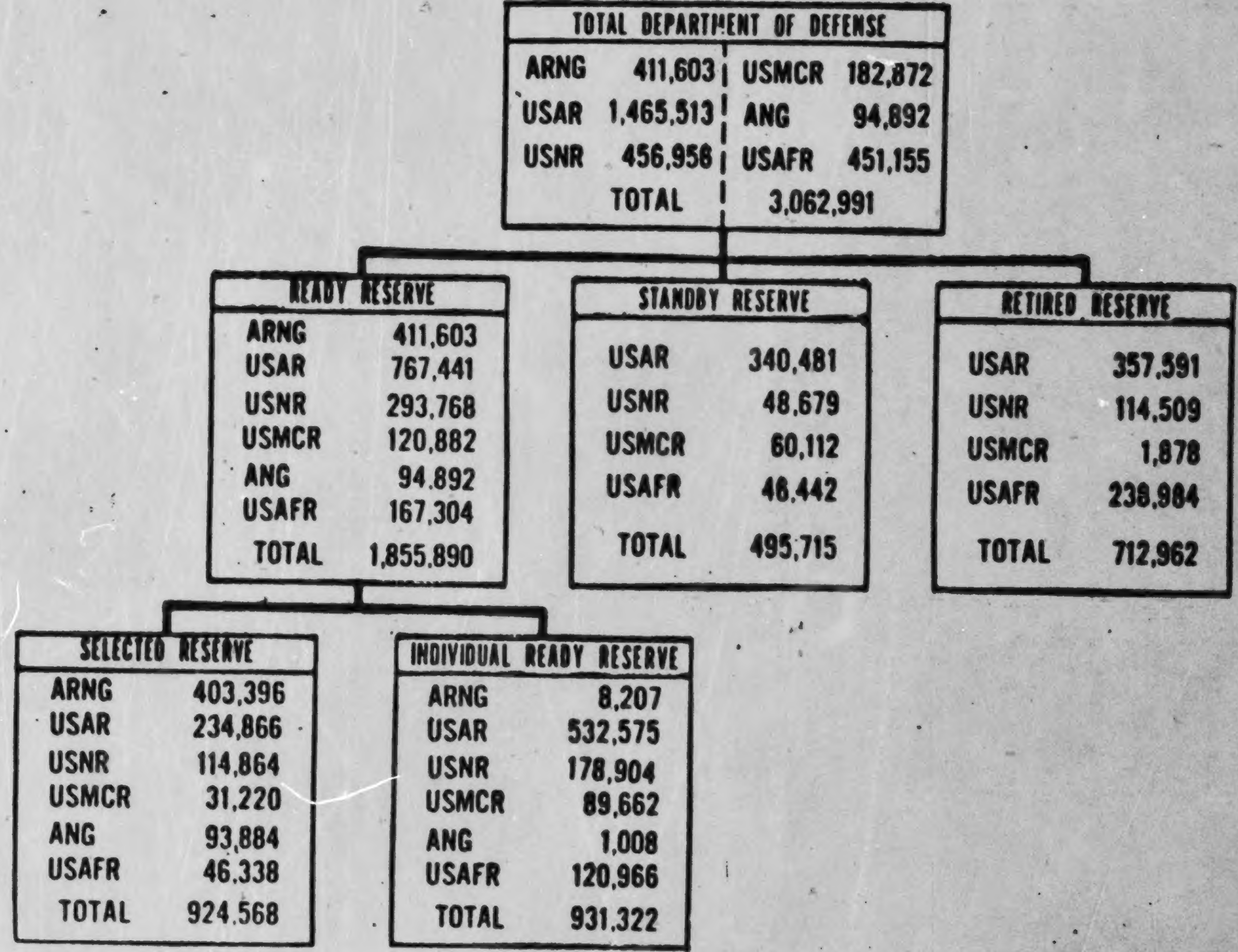
18. USAR.

a. The mission of the USAR is:

(1) To provide units for augmentation of the Active Army on mobilization.

Figure 3

COMPOSITION AND ACTUAL STRENGTHS (30 Jun 74) OF THE RESERVE COMPONENTS OF THE DEPARTMENT OF DEFENSE
(Not on Active Duty)



TOTAL DEPARTMENT OF DEFENSE			
ARNG	411,603	USMCR	182,872
USAR	1,465,513	ANG	94,892
USNR	456,956	USAFR	451,155
TOTAL			3,062,991

READY RESERVE	
ARNG	411,603
USAR	767,441
USNR	293,768
USMCR	120,882
ANG	94,892
USAFR	167,304
TOTAL	1,855,890

STANDBY RESERVE	
USAR	340,481
USNR	48,679
USMCR	60,112
USAFR	46,442
TOTAL	495,715

RETIRED RESERVE	
USAR	357,591
USNR	114,509
USMCR	1,878
USAFR	238,984
TOTAL	712,962

SELECTED RESERVE	
ARNG	403,396
USAR	234,866
USNR	114,864
USMCR	31,220
ANG	93,884
USAFR	46,338
TOTAL	924,568

INDIVIDUAL READY RESERVE	
ARNG	8,207
USAR	532,575
USNR	178,904
USMCR	89,662
ANG	1,008
USAFR	120,966
TOTAL	931,322

(2) To provide trained individual reinforcements for the purpose of filling Active Army and reserve component units, activating Army of of the United States (AUS) units, and replacing initial losses.

b. The USAR is a federal force organized and maintained by the Active Army, and members, when on duty, are in a Federal status under the jurisdiction of the Secretary of the Army. As shown in Figure 3, the USAR consists of the Ready Reserve, the Standby Reserve, and Retired Reserve. The Ready Reserve is liable for involuntary active duty (AD) in time of war or national emergency declared by Congress, proclaimed by the President, or when otherwise authorized by law. The Standby Reserve consists of those individuals who have completed the required period of Ready Reserve service and are available for involuntary order to AD in the circumstances outlined above. The Retired Reserve consists of those individuals whose names are placed on the Retired Reserve list by proper authority in accordance with law or regulation; they are generally required to complete 20 years of creditable service.

19. ARNG.

a. The ARNG has a two - fold mission:

(1) Federal - To provide trained units and qualified individuals available for AD in time of war or national emergency and at such times as the national security may require augmentation of the Active Army.

(2) Federal or State - To provide units organized, equipped, and trained to function effectively at their existing strength under competent orders of Federal or state authorities in the protection of life and property and the preservation of peace, order, and public safety.

b. ARNG as such is not a component of the Army, but is considered to be such a component when called into Federal service. As shown in Figure 3, the bulk of ARNG forces are classified under the Selected Reserve of the Ready Reserve, and the acronym ARNG is used in this report to refer to these forces. Members of the ARNG are under the jurisdiction of their respective states except when ordered into active Federal service in their status as members of the ARNG. In each state and Puerto Rico the governor is the commander in chief of all ARNG units within his jurisdiction that are not in active federal service. FORSCOM has command for ARNG units activated into Federal duty, and the National Guard (NGB) formulates and administers programs to insure the continued development and maintenance of Army and Air National Guard units throughout the country. NGB servces as both a staff and operating agency, and is the channel of communications between the states and the Departments of the Army and Air Force.

Section IV. Proposals for Providing Educational Benefits to USAR/ARNG

20. General. There have been two major proposals made regarding the extension of educational services in the form of tuition assistance to the USAR and ARNG. These are House Rule (HR) 96 (Appendix B) intro-

duced by Representative Montgomery of Mississippi to the 94th Congress, First Session, 14 JAN 75, and a Department of Defense (DOD) proposal (Appendix C) developed by the Department of the Air Force (DAF), which is actually a variation of HR 96. These proposals are discussed and compared in the remainder of this section.

21. House Rule 96.

a. HR 96 was introduced and referred to the Committee on Armed Services as a measure to amend Title 10, United States Code, to authorize a tuition assistance program for enlisted members of the National Guard and the Selected Reserve of the Ready Reserve. The bill would provide authority for partial payment of tuition at post secondary schools or course cost at technician or trade institutions. During the initial enlistment, the allocation would be 60 percent of the cost of tuition, for up to a maximum of 10 credit hours per semester or 12 credit hours per quarter. During subsequent enlistments, the allocation would be increased to 75 percent of the tuition costs, with hourly limits as specified above.

b. The costing of HR 96 was based upon information obtained from the National Center for Education Statistics, U.S. Department of Health, Education and Welfare. Using the assumptions that a full-time student would complete 30 semester hours each academic year, and that 75 percent of students attend public institutions while 25 percent attend non-public ones, a weighted average overall cost of $31.46 per semester hour was obtained for academic year 1974-75. Adjusting for a 5 percent inflation rate annually resulted in the following average cost per semester hour for each academic year:

1975-76 - $33.03
1976-77 - $34.62
1977-78 - $36.41
1978-79 - $38.23
1979-80 - $40.14
1980-81 - $42.14

Projected participation rates for the proposed program were those furnished in the DOD proposal discussed in paragraph 22 below (10 percent of first term enlistees would participate, as would 20 percent of subsequent enlistees). Total cost and budget data for HR 96 were then as shown below, in millions of dollars:

	FY 76	FY 77	FY 78	FY 79	FY 80	FY 81
USAR	10.3	9.2	7.7	5.0	4.2	8.0
ARNG	19.3	20.5	2.0	22.5	23.5	24.5
Others	18.2	20.3	21.9	23.5	25.3	27.0
Total	47.8	50.0	50.6	51.0	53.0	59.5

22. DOD Proposal.

a. The Secretary of Defense delegated to DAF the responsibility for expressing the views of DOD in regards to HR 96. DAF has studied the cost of extending tuition assistance to the reserve components and has prepared a substitute draft bill, similar to HR 96 in purpose and certain features. The draft prepared limits tuition assistance to 50 percent during the initial six years of service, with an increase to 75 percent in subsequent years. Not more than 6 semester hours, or 9 quarter hours, would be funded for any single term.

b. Cost and budget data obtained from the Office, Chief of Legislative Liaison, Department of the Army, if the DAF draft bill is used in place of HR 96 for USAR/ARNG, are as follows in millions of dollars:

	FY 76	FY 77	FY 78	FY 79	FY 80	FY 81
USAR	11.7	19.6	26.3	30.1	22.0	22.1
ARNG	20.8	21.9	22.9	24.0	25.2	26.5

The primary reason for the increase in cost of the DOD proposal relative to HR 96 lies in the use of a figure of $65 per semester hour for the average tuition cost in the former proposal. The present study group was unable to ascertain the basis for such a relatively high figure, but calculations indicate that it is based only upon four-year universities. The study group was also unable to ascertain precisely furing first term and 20 percent during subsequent terms were calculated. These estimates were apparently based upon survey results summarized in paragraph 15a above. The percent of soldiers participating is an important parameter in determining total costs. HR 96 is being resubmitted to Congress and is awaiting coordination with the Comptroller of the Army (COA). Such coordination has been delayed by costing discrepancies, such as those outlined above.

23. Comparison. A brief comparison of the major provisions of HR 96 and the DOD proposal is shown below, along with the FY 76 cost figures:

DOD Proposal	HR 96
50% first term	60% first term
10% participation	10% participation
75% subsequent term	75% subsequent term
20% participation	20% participation
6 sem. hrs./yr	10 sem. hrs./yr.
65 cost/hr.	$33 cost/hr.

FY 76 Costs (millions of dollars)

	DOD	HR 96
ARNG	20.8	19.3
USAR	11.7	10.3
TOTAL	32.5	29.6

24. Questionnaires. One of the major methods of data collection used in the present study was the administration of questionnaires to personnel potentially affected by the proposed program. These personnel included USAR/ARNG enlisted personnel and recruiters for USAR, ARNG, and the Active Army. Time limitations did not permit large scale random techniques of questionnaire distribution, and this restriction is considered in later discussion of questionnaire results. The questionnaires are enclosed as Appendix E, and their design and administration is discussed briefly below.

a. At Appendix E-1 is a questionnaire administered to USAR/ARNG enlisted personnel. Questions 1, 2, 4, and 5 were demographic to determine the characteristics and representativeness of the sample. Questions 3 and 7 were designed to determine the educational goals of USAR/ARNG personnel, and question 8 was designed to estimate the participation rate in the proposed program. Question 6 was designed to assist the study group in estimating the number of semester hours of credit which personnel might already have earned through attendance at military schools. Questions 9 and 10 were designed to measure the drawing power of educational benefits as a retention incentive. An open-ended question was included as question 11. Essentially three methods of questionnaire distribution were employed:

(1) For the USAR, a member of the study group administered the questionnaires to three reserve units at annual training. The units non-randomly selection were the 2d Bde, 104th Inf Div at Fort Ord, CA, on 7-9 July; the 7th Bn, 9th FA at Fort Drum, NY, on 14-16 July; and the 841st Engr Bn at Fort Stewart, GA, on 24-25 July. This resulted in completion of 519 questionnaires.

(2) In a separate action, a member of the study group who is a battalion commander in the North Carolina National Guard administered the questionnaire to five battalions of the North Carolina National Guard; the 730th Maint Bn, the 196th Trans Bn, and the 1st Bn, 4th Bn, and 5th Bn, 113th FA. This resulted in completion of 717 questionnaires.

(3) In addition, the NGB was tasked to select three states and request the Adjutants General of these states to administer the questionnaire to a combat or combat support battalion. The NGB chose California, Kansas, and Massachusetts, who administered the questionnaire to the 579th Engr Bn, the 2d Bn, 137th Inf, and the 1st Bn, 102nd FA, respectively. This resulted in completion of 853 questionnaires. In total, 2089 questionnaires from USAR/ ARNG personnel were received and analyzed.

b. The questionnaire at Appendix E-2 was developed to enable Active Army recruiters to express their opinions on the effect upon Active Army recruitment and retention of extending educational benefits to the reserve components. Question 1 related to the effect upon Active Army recruiting, and question 2 related to retention. Question 3 addressed the issue of whether Active Army and USAR/ARNG recruiters are in competition for the same pool of recruits. As in the previous questionnaire, an open-ended question was also included. Fifty recruiting stations were selected at random and three questionnaires were sent to each station with a cover letter requesting that three different recruiters complete the questionnaire and return it. A total of 82 questionnaires were returned.

c. The questionnaire at Appendix E-3 was developed to ascertain the reaction of ARNG recruiters in regard to extending educational benefits to ARNG. Questions 1 and 2 provided identification data, and the remainder of the questionnaire was similar to that used for Active Army recruiters. The NGB was tasked to request the Recruiting and Retention Officers of all 50 states to complete the questionnaire. In addition, the NGB was asked to select nine states and to request the battalion level recruiters and area recruiters of these states to complete the questionnaire. The NGB chose the following states: Florida, Kansas, Kentucky, Louisiana, Minnesota, Oregon, Pennsylvania, Vermont, and Virginia. A total of 222 questionnaires were returned.

d. The questionnaire at Appendix E-4 was developed for application to USAR recruiters, and differed from that for ARNG recruiters only in that only question 1 provided identification data. These questionnaires were mailed with a cover letter directly to the recruiters. Fifteen were sent to Reserve Component Career Counselors, who are USAR recruiters stationed at military installations to recruit Active Army personnel approaching their ETS. Thirty were sent to Liaison NCO's stationed at Active Army District Recruiting Command headquarters.

Eleven were sent to Liaison NCO's stationed at VA Veterans Assistance Centers, and thirty were sent to command recruiting offices. A total of 82 questionnaires were completed and returned.

25. Questionnaire restriction. Questionnaires discussed in paragraph 24 above addressed the potential impact of the proposed educational benefits program upon retention, but did not directly address the effects upon initial enlistments. To do so, it would be necessary to survey potential enlistees, e.g., high school and college students, to ascertain the effects of educational benefits upon the probability of enlistment. Such a survey was not conducted by the study group because of legal restrictions in Title 44, United States Code, Section 3509, which prohibit a Federal agency from surveying 10 or more non-Federal employees. Bureaucratic procedures required to conduct such a survey were too lengthy for the time-frame of this study. Estimates of the effect upon recruiting were derived from recruiters' questionnaires and previous surveys conducted by civilian agencies.

26. Survey of existing programs. Educational programs in existence or in the proposal state for USAR/ARNG were studied to serve as possible models for elements of the program developed by the present study and to avoid duplication of programs already in existence. Relevant information was obtained by two principal methods:

a. The NGB was tasked to request all 50 state Adjutants General to provide copies of legislation establishing state educational benefits for ARNG personnel, and copies of proposed legislation. The Adjutants General were also asked to comment upon the effectiveness of existing programs on enlistment and retention of quality personnel, and to offer any other comments they considered pertinent.

b. A short questionnaire (Appendix E-5) was sent to all 66 Army Reserve Commands (ARCOMs) and General Officer Commands (GOCOMs) of the USAR, asking whether any reserve units had instituted programs of educational assistance. Responses were received from 47 units.

27. Experience of allied nations. In order to study existing related educational programs of allied nations, a telephone survey of the Defense Attaches at the embassies of Great Britain,

Canada, Australia, Denmark, Norway, the Netherlands, and West Germany was conducted. The attaches were basically asked whether their nations offered educational benefits to their reserves. The selected sample is believed to be a representative one.

28. Location study. The location of USAR/ARNG units in relation to educational institutions is significant in estimating participation rates, in developing systems to administer proposed programs, and in estimating costs. The location of units was determined by means of reports and working papers obtained from the Office of the Chief, Army Reserve (OCAR) and the NGB. College locations were determined by reference to Volume 6, College Atlas, of the College Blue Book (Russell, 1969), The Servicemen's Opportunity College Catalog (American Association of Community and Junior Colleges and the American Association of State Colleges and Universities, 1974-75), and the Project AHEAD Catalog (Department of the Army, 1975). The location of each USAR/ARNG unit in relationship to Army Education Centers and civilian educational institutions was then determined. The location of each unit was checked against the atlas and catalogs to determine whether there was an educational institution within the area where the reserve unit was located. Data were developed for each state showing the percentage of USAR/ARNG units within the state located close to some educational institution. Also, the location of existing military installations was plotted on a map, and a radius of 100 miles was drawn around each. One hundred miles was chosen as a figure beyond which it was deemed impractical to require personnel to travel on a frequency of once each semester for counseling, testing, and administration connected with an educational assistance program at an Army Education Center. The percentage of USAR/ARNG units within that radius was calculated, without taking the size of the unit into account.

29. Impact/Opinion statements. In addition to the more formal data collection procedures described above, informal opinion statements were obtained from agencies and individuals potentially affected by the proposed educational benefits program. Impact statements in regard to the potential effects of the proposed program were requested from the following agencies: Servicemen's Opportunity College (SOC), DANTES, GED Centers, NGB, OCAR, two state National Guard Operations and Training sections, and one state Adjutant General's Office. Within the Adjutant General Center (TAGCEN), HQDA, impact statements were obtained

from Accreditation of Military Experience (AME) program, Project AHEAD, and the Apprenticeship Training Program. While administering questionnaires to reserve units, all the unit commanders were contacted to ascertain their opinions of the program and to anticipate possible problem areas. With the concurrence of the NGB, the personnel officers of the National Guard of six states were contacted: Alabama, Connecticut, Illinois, North Carolina, Oklahoma, and Virginia. Each personnel officer was asked to provide the names of two battalion commanders, who were then telephonically asked two questions: would they favor the program and what would be the impact in terms of training time and personnel? A total of eight battalion commanders were contacted and responded.

30. Cost estimates. One of the major elements in the present study was the establishment of valid figures for the cost of various types of educational benefits. This is required to produce an accurate cost figure for any proposed program, and cost figures resulted in a discrepancy between proposed Congressional and DOD programs (Section IV, Chapter 2). Relevant cost figures for this study were obtained by letter, formal publications, and informal contact with the following data sources: National Center for Educational Statistics, the American Council on Education, the American Association of Vocational and Technical Schools, DANTES, and the Army GED Program.

Chapter 4. Findings and Discussion

Section I. Discussion of Results

31. Questionnaire results. Since time and resource limitations precluded the application of questionnaires to truly random samples in this study, the validity of questionnaire results must be considered. The type of validity with which we are herein concerned is concurrent, or the representativeness of the samples. While it would have been of interest to measure predictive validity, or to ascertain the percentage of those answering that they would do something, such as reenlist, who actually did what they said they would do, such a longitudinal study was impracticable due to the time limitation of the present study. To evaluate the concurrent validity of the questionnaire responses, sample statistics were compared with several parameters of the total population.

a. A total of 2089 of the questionnaires shown at Appendix E-1 were completed by USAR/ARNG personnel, 519 by USAR and 1570 by ARNG. In the following discussion, demographic statistics of the sample are summarized and compared to reserve components population statistics obtained from Report A7 of the DOD Official Reserve Manpower Strengths and Statistics Report, MAR 1975, in order to determine the representativeness of the sample. Summary statistics based upon remaining questions are then presented and discussed. Total USAR/ARNG statistics are presented in cases where no large differences were observed between USAR and ARNG responses. All important response differences between these two components are noted in the discussion.

(1) The median age of the questionnaire sample was found to be 26 years, while the median age of the reserve component population is 25 years, a close correspondence. The median rank of the sample was E4, and this is also the median rank of the population. A comparison of the education levels of the ARNG, USAR, and total samples with the appropriate population statistics is shown in Table 8. While no large differences were evident between the ARNG and USAR samples, both these and, correspondingly, the total sample showed a pattern of higher educational achievement than that of the population: 40 percent of the sample had achieved some college credits while only 23 percent of the population had. Thus, the sample is representative of the population in terms of age and

TABLE 8

EDUCATION LEVEL OF RESERVE COMPONENTS - PERCENTAGE

	ARNG SAMPLE	ARNG POPULATION	USAR SAMPLE	USAR POPULATION	TOTAL SAMPLE	TOTAL POPULATION
Not HS Grad	6	16	12	9	8	13
HS Grad	32	50	30	41	31	48
Coll - No Grad	40	22	39	25	40	23
Coll Grad	17	11	14	21	16	14
Adv Deg	5	1	5	4	5	2

rank, but not necessarily in terms of level of educational achievement. Possible effects of this factor will be discussed in the context of later questions. It may be that the sample is slightly more positive toward education than is the total population.

(2) Twenty nine percent of the total sample had prior service in the Active Army and 71 percent did not. Only 18 percent of ARNG respondents had prior service, while 47 percent of USAR respondents did. These percentages are not representative of current accession rates, but probably represent largely Vietnam-era accessions, and so representativeness in this case cannot be adequately determined. Such a variety of MOS's were present in the sample that representativeness on this criterion is assumed and a summary of MOS's is not presented here.

(3) Questions 7 and 8 of the questionnaire are relevant to estimating the potential usage of educational benefits. Of the total sample, 72% were involved in no educational program, while 1% were involved in preparation for the high school equivalency test, 4% in vocational-technical, 8% in community college, and 15% in college or graduate work. Of those individuals not participating in an educational program, 21% indicated that they would still not participate if the Army paid 50% to 75% of the cost, whereas the following percentages would participate: 5% in preparation for high school equivalency test, 19% in vocational-technical, 19% in community college, and 36% in college or graduate work. The conclusion indicated is that a rather small percentage (28%) of USAR/ARNG enlisted personnel are currently involved in an educational program, but that 79% of those not participating would do so if offered educational benefits. These data indicate that 85% (28% now participating plus 79% of the 72% not participating) of USAR/ARNG enlisted personnel would take advantage of the proposed educational benefit program. This estimate is probably high, since the sample was more highly educationally motivated than the population (paragraph 31a(1) above), and since many of those saying they would participate would not actually do so. The participation rate would be expected to be approximately that at present (28%), but less than the Active Army participation rate (35%).

(4) Questions 9 and 10 of the questionnaire relate to the effect of the proposed educational benefits upon reenlistment. Sixty three percent of the total sample indicated that they did not plan to reenlist (69% of ARNG and 54% of USAR). Of those not

planning reenlistment, 15% indicated that they would reenlist if offered the educational benefits described in the questionnaire, and 54% indicated that they would consider reenlistment under this condition. Thus, the sample data indicate that the provision of educational benefits would increase the reenlistment rate by at least 9% (15% of 63% not planning reenlistment). The actual increase in reenlistment rate would be somewhat higher than 9%, since many of the 54% being led to consider reenlistment would actually reenlist.

(5) Comments received in the open-ended portion of the questionnaire were highly positive toward the proposed educational benefits. Most USAR/ARNG enlisted personnel feel that they do not receive sufficient benefits, and they welcome these with open arms. The most frequently asked question was: "What took you so long to come up with this?"

b. A total of 82 of the questionnaires shown at Appendix E-2 were completed by Active Army recruiters, and the following statistics summarize their responses. Seventy three percent of these recruiters indicated that extending educational benefits to USAR/ARNG personnel would make their recruiting more difficult, while 24% felt it would have no effect and 3% felt it would help them. Seventy four percent felt that the proposed program would hinder retention in the Active Army, while 24% felt it would have no effect and 2% felt it would help. Ninety one percent of these recruiters felt that Active Army recruiters draw from the same pool of potential recruits as USAR/ARNG recruiters. Based upon this sample, there is an indication that the proposed program will severely hinder Active Army recruiting and retention, primarily because Active Army recruiters see themselves as competing with USAR/ARNG recruiters. There is a need for increasing recruiting cooperation between components, and for further study of effects upon the Active Army before implementing a program to provide educational benefits to USAR/ARNG personnel. The study group could find no data to substantiate the recruiters' fears, since the Active Army recruiting effort in states which have a National Guard educational program has apparently not been hindered. However, further study is needed before drawing a definite conclusion here. Even if the recruiters' fears prove to be unjustified, they must be convinced that this is the case for reasons of morale.

c. The 222 responses received to the questionnaire at Appendix E-3 indicate that ARNG recruiters are highly positive toward the proposed educational benefits. Twenty five percent of those sampled were recruiting and retention managers at the state level, 28% were battalion level recruiters, and 47% were area recruiters. Ninety seven percent felt that the program would help retention in the ARNG and 3% felt it would have no effect. Eighty nine percent felt that they draw from the same pool as Active Army recruiters, in close correspondence with the feelings of this group.

d. The 82 USAR recruiters who completed the questionnaire at Appendix E-4 also indicated that they are highly positive toward the proposed educational benefits. Ninety two percent felt that these benefits would make their recruiting less difficult, while 8% felt there would be no effect. Ninety five percent felt the proposed program would help retention in the USAR, while 5% felt it would have no effect. In agreement with the other recruiter groups surveyed, 81% of USAR recruiters felt that they draw from the same pool of potential recruits as Active Army recruiters.

e. The question of whether or not the sample of recruiters taken in this study were representative of their respective populations has not been directly answered. Sampling techniques were not truly random, and population sizes were not used in determining sample sizes necessary to reach predetermined statistical levels of confidence in the results. However, sample sizes were large enough and from diverse enough regions to provide firm indications of recruiters' opinions, if not statistically generalizable results.

f. Results obtained in the surveys discussed above agree with results of previous studies discussed in Chapter II, Section 2 in establishing that educational benefits are a very effective incentive for military service. Both USAR/ARNG enlisted personnel and recruiters indicated that they assign great importance to this benefit. The Army Education Services Study Group (1973) estimated that provision of educational benefits increases reenlistment by 16%, and OCAR in 1971 estimated the increase to be 21%, the present study group estimated this increase to be at least 9%. While the effects of these benefits upon initial enlistment were not determined by the present study group, it is expected that provision of educational benefits to USAR/ARNG personnel would significantly increase the NPS accession rate. Johnston and Bachman (1972) estimated that 2.2% of young men not in the service would enlist in return for paid schooling. Applying this estimate to a population of five million young civilian males indicates, as a very rough estimate, that approximately 100,000 young men would become interested in reserve service with educational benefits available. OCAR in 1971 estimated that 16% of JROTC students would join the reserves in return for $300 tuition assistance; this percentage is considerably higher than that for the overall population. The high value placed upon educational benefits by recruiters also indicates that provision of these benefits would increase NPS accessions significantly.

32. Existing programs.

a. Results obtained using the questionnaire at Appendix E-5 indicate that few educational benefits are currently available to USAR personnel. The limited time available in reserve units is largely occupied with mission essential training, maintenance, preparation for annual training, and administration. Few units have even approached the subject of civilian schooling for their members. Those who have recognized this need have encouraged reservists to take courses at local community colleges in MOS qualifying subjects that are not available in Army service schools or by Army extension study. Only one unit coordinated with local community colleges to encourage reservists to take courses in other than MOS related areas. A summary of comments received relating to these programs is presented at Appendix F.

b. As described in paragraph 26a, NGB tasked all stated Adjutants General to provide information on ongoing ARNG educational benefit programs. Results revealed that a variety of educational plans and programs are in operation at present with the ARNG. These programs are described briefly below, and in greater detail at Appendix G.

(1) A total of 23 state ARNG's presently offer some type of educational program, and 11 of these have a tuition assistance program. The estimated total annual cost of these tuition assitance programs is $748,600 (see Appendix G). Other programs offered include survivor benefit programs in two states, comprehensive education programs in six states, external degree programs in four states, and scholarship programs in three states. In addition, 23 states have related legislation in progress or have tried to institute an educational program, but have not as yet been successful. The rate of participation in these programs is estimated to be 15 to 20%, but this estimate is very rough due to the newness of the programs.

(2) The degree of success of ongoing programs is difficult to measure because of their newness, but relevant comments from the states of Louisiana and Nebraska are provided at Appendix G. These states feel that their programs have aided retention and recruiting (especially in the schools) and have improved the quality of their personnel. In comments included in Appendix G, Adjutants General who have educational programs in their states indicate that they view them in highly positive terms, and those who do not have them strongly support the concept. In summary, ongoing state ARNG educational programs are viewed positively and appear to be operating successfully.

(3) Ongoing and proposed state ARNG tuition assistance programs are being further studied at present. On 29 Oct 75, NGB tasked the states to survey the effects of existing programs on recruiting and retention by 30 Jun 76, and to provide status of proposed legislation by 30 Jan 76. Results of this study should further specify the effects of state programs.

33. Experience of allied nations. In paragraph 27 a telephone survey of selected allied nations to study existing related educational programs was described. Results indicated that none of the surveyed allied nations offer educational benefits to their reserves.

34. Location study.

a. Results of the location study described in paragraph 28 indicated that approximately 30% of USAR/ARNG units are located within 100 miles of an Army Education Center. This finding must be taken into account in the design of an educational benefits program, since the majority of units lie outside practical driving range of a center for counseling, testing, and administration.

b. Results of the location study also indicated that 78% of the units are located close to educational institutions. There are 3704 ARNG and 3275 USAR units, and 5332 of the total of 6979 are located within reach of an educational institution. It is recognized that, while a large number of units are within range, large units with a large number of personnel assigned could be located out of reach of educational institutions. In the event of implementation of an educational program for USAR/ARNG, care must be taken to ascertain that all personnel have the opportunity to apply benefits received.

35. Impact/Opinion statements. Impact/opinion statements received during the course of the study are summarized here and included

in greater detail at Appendix H. Managers of current programs provided their opinions as a subjective evaluation of the effects of extending educational benefits upon their programs. The director of the SOC program indicated that SOC institutions could absorb much of the additional workload created by extension of educational benefits. The main limitation would lie in the geographical distribution of SOC institutions, since some areas might not have access to these. DANTES indicated that cost estimates are difficult to determine, that they are concerned with test security, and that two additional clerical personnel would be required to support an extended testing program. Project AHEAD personnel indicated that the program would have a large impact on schools as it should increase enrollment. NGB indicated that the program would be positively received by all ARNG members, but that administration should not cut into training time. Concern with manpower requirements was also expressed. OCAR also emphasized manpower constraints and an objection to using training time for the program. Two ARNG Operation and Training Sections warmly welcomed the program as a recruiting and retention device and saw no impact upon training provided the program was conducted outside of training time. One state Adjutant General provided a statement indicating favor of the program as long as it did not detract from mission essential training. Comments from programs internal to The Adjutant General Center indicated that the program should improve the quality and quantity of USAR/ARNG personnel. Comments received from unit commanders during questionnaire administration were highly positive toward the proposed program, as were the comments of ARNG personnel officers. Eight ARNG battalion commanders also indicated that they were in favor of the program, as long as it did not interfere with training time. In summary, the vast majority of comments received were highly favorable toward the proposed program, as long as manpower and training time limitations are resolved. The only negative comments were received from Active Army recruiters, who feared that the program would hinder their recruiting effort.

Section II. Proposed Program and Cost Analysis

36. Proposed program. Any proposed program of educational benefits should be offered on a positive, voluntary, non-threatening basis to the participants. It should also be as comprehensive as possible in covering all aspects of education, following the model of the Active Army GED program detailed in AR 621-5. Previous proposals for extending educational benefits to USAR/ARNG personnel have been restricted to tuition assistance. The present proposal also concentrates upon tuition assistance, with the possible application of other educational benefits included in the following discussion.

a. Information services. USAR/ARNG personnel have a need to be informed of any educational benefits made available to them. In program implementation, a publication would be required in the form of an information pamphlet outlining the educational benefits available and associated procedures. Distribution would be required to each soldier and to all recruiters, commanders, and unit Training and Education Officers. This would entail an initial distribution of at least 600,000 copies and an annual distribution of at least 60,000 copies for new recruits.

b. Counseling. Students and prospective students require counseling to clarify their interests and abilities, establish their goals, plan ways of attaining those goals, and gain information concerning educational services available. Professional counseling is required to accomplish these functions. In the Active Army GED program, counselors are available at Army Education Centers to provide this service. However, it is not feasible to extend this counseling service for USAR/ARNG personnel. As indicated in paragraph 34a, only 30% of reserve units are located with 100 miles of an Army Education Center, while, as indicated in paragraph 34b, 78% are close to an educational institution. It is therefore more practical for USAR/ARNG personnel to obtain counseling at their schools, or through local high school counselors while taking technical or home study courses. Counseling for reservists at Army Education Centers should be offered on only an as available, walk-in basis, with no additional counseling resources provided strictly for USAR/ARNG. Traveling to reserve units by counselors would be costly and would interfere with the limited training time available.

c. Testing. In any educational program, testing is required to measure interests, abilities, and levels of accomplishment. As described in paragraph 11b(2), the Active Army GED program provides testing services at Army Education Centers. The geographical distribution of USAR/ARNG units does not make the provision of this benefit to reservists practical or fair. It would be most practical for reservists to obtain testing services at civilian institutions, and it would not be fair for the Army to provide less expensive service to those personnel who happen to live near an Army Education Center. The funding of testing at civilian institutions would also not be cost effective for the Army; CLEP tests cost $8 at Army Education Centers and $15 if administered elsewhere. It is therefore recommended that testing services provided Active Army personnel not be extended to USAR/ARNG personnel, except that reservists be allowed to take tests at Army Education Centers if they desire and are willing to pay the cost.

d. Tuition assistance. Tuition assistance is seen as the only major educational benefit that can practically be extended to USAR/ARNG personnel.

(1) The study group recommends that any future tuition assistance program be made available at the rates of 60% of tuition cost for first term enlistments and 75% for subsequent enlistments, in agreement with HR 96. It is felt that provision of lesser assistance rates would not allow many motivated personnel to take advantage of the program, for financial reasons. Also, there was indication in the OCAR 1971 survey (paragraph 15g, Chapter 2) that tuition assistance should be provided in the amount of at least $300 per year to serve as a viable benefit. Provision of assistance at a lesser rate than recommended here would not approach this $300 amount. The provision of a higher rate after the first enlistment should encourage retention. Assistance should not be provided at the rate of 100%, since some commitment on the part of the individual is needed.

(2) The study group recommends that any future tuition assistance program be made available for 10 semester hours per year, in agreement with HR 96. USAR/ARNG personnel should have sufficient time available for completion of this number of hours credit yearly. Provision of 10 hours at the rates specified above make this benefit worth approximately $300 per year.

(3) Tuition assistance should be available for the following categories of instruction: community college, college, and graduate work; vocational-technical instruction; and home study. Institutions at which tuition assisted study may be performed include community colleges and universities accredited by regional and national accrediting institutions, home study schools accredited by the National Home Study Institute, and certified high schools and high school districts. Tuition assistance should not be made available for any course in physical education or religion except those courses that are required as part of a degree program and those courses

directly related to the performance of duty assignments of recreational services personnel, and religion courses taken by chaplains and assistants for professional development. Any tuition assistance program should be made available to personnel assigned to a unit for one year who have completed initial training and have attended at least 45 out of 48 unit training assemblies during that year. Assisted students must be required to have sufficient time remaining on their current enlistment to complete the course enrolled in. Tuition assistance should not be used by personnel who are eligible for educational benefits from the VA.

e. Administration.

(1) Overall supervision of the Active Army GED program is the responsibility of the Education Directorate of The Adjutant General Center, and supervision over extending tuition assistance to the USAR and ARNG would most parsimoniously become a responsibility of that agency, also. Supervision would be accomplished through the NGB and OCAR for the ARNG and USAR, respectively.

(2) Operation of the program, as distinguished from supervision, would be the responsibility of the states for the ARNG and FORSCOM for the USAR. FORSCOM would exercise its control through the ARCOMs/GOCOMs. Thus, it is proposed that the program be centralized for supervision yet decentralized for operational control.

(3) In order to adequately administer the tuition assistance program, additional personnel would be required at The Adjutant General Center Education Directorate, ARCOMs/GOCOMs, and state Adjutant General offices. Detailed personnel requirements are given in paragraph 37.

(4) To obtain tuition assistance offered, USAR/ARNG personnel should obtain an authorization form from the unit; a DA form would have to be developed for this purpose, or DA form 2171 would need be modified. The form should be authenticated by the unit commander, or education officer certifying that the soldier meets the required qualifications. The services being obtained by the soldier and their cost should be shown on the form. The soldier should then take this form to the educational institution and obtain the tuition assistance. The institution would then bill the contracting officer at State Adjutant General or ARCOM/GOCOM level, using the form as a voucher for the service. After processing by the contracting officer, the form should be returned to the unit where it would be checked to insure that no fraudulent forms had entered the system.

f. Support of state programs. As noted in paragraph 32b and Appendix G, many states have educational benefit and tuition assistance programs in effect or in the proposal state for their ARNG. If a tuition assistance plan as described above were offered by the federal government, it would negate many systems which are already functioning and providing a useful service. In the implementation of a federal program, cooperation and coordination with state programs would be necessary. Matching funds could be provided for ongoing state ARNG programs, with additional funds provided for USAR forces. This possibility will be considered in the cost analysis in paragraph 38a.

g. Officer benefits. The main thrust of this study is concerned with USAR/ARNG enlisted personnel. Recruiting and retention of officers is not seen as a severe problem, and officers have traditionally been held more responsible for providing their own resources. It is recommended that USAR/ARNG officers be provided tuition assistance in any implemented program only to the extent provided by the Active Army; i.e., in support of attainment of first baccalaureate degree when VA funds are not available.

37. Cost analysis. A precise cost analysis of the educational program described in paragraph 36 above is difficult to obtain, because of the presence of several imprecisely determined parameters. For example, the cost of a tuition assistance program depends upon the number of individuals participating, a figure that cannot be exactly determined until after program implementation. The following cost analysis is conducted in as precise a manner as presently possible, and comparison with previous proposals is made, where appropriate.

a. Information services. The cost of publishing a simple, eight-page information pamphlet as described in paragraph 36a, with an initial distribution of approximately 600,000, would be approximately $12,000. Follow-up annual distribution would cost approximately $2,000 per year. Additional advertising and public relations costs would be involved in the program, but these cannot at this time be determined.

b. Counseling and testing. As explained in paragraphs 36b and c above, no additional counseling and testing costs would be incurred in the proposed program, since it is not practical (due to geographical distribution) to extend these benefits to USAR/ARNG personnel. Any such services requested by reservists at Army Education Centers would be handled on a walk-in basis using available resources.

c. Tuition assistance. The cost of provision of a tuition assistance program as described in paragraph 36d depends upon two as yet unspecified parameters: tuition costs and projected participation rate.

(1) Information for academic year 74-75 used in calculating the average semester hour tuition cost is shown in Table 9. This information was obtained from the National Center for Educational Statistics and the American Association of Junior and Community Colleges and Technical-Vocational Schools. Enrollments are listed by type of institution and are shown for full time students working towards a degree. A breakdown between private and public Junior Colleges was not available. A full time student is considered as one who is enrolled for 30 semester hours per year, or the equivalent thereof. The total enrollment at each type of institution multipled by the tuition cost per hour at that type gives the total hourly cost for that type. Dividing the total enrollment figure into the total hourly cost for all types of instutitions gives a weighted average cost per semester hour of $29.85. Adding 5% for inflation each year yields the following projected average costs per semester hour:

75-76	$31.34	78-79	$36.28
76-77	$32.91	79-80	$38.09
77-78	$34.55	80-81	$40.00

These costs are slightly less (5% less) than those used in the costing of HR 96, possibly because community and technical colleges were added into the computations here. The average hourly cost of $65 used in the DOD proposal is not supported here.

(2) The participation rate, or percentage of USAR/ARNG personnel who would make use of a tuition assistance program, cannot be determined exactly but can be estimated on the basis of several sources:

(a) As discussed in paragraph 13, the percentage of Active Army personnel participating in the GED program was 34.5% for FY 75. It is expected that USAR/ARNG participation would be less than this, since their educational goals are not as heavily emphasized, and any program enacted for them would probably not be as comprehensive or well-publicized as that for the Active Army.

(b) As indicated in paragraph 32b(1), state ARNG educational programs are too new to allow precise measure of participation rates, but preliminary estimates indicate rates of 15 to 20%.

TABLE 9

AVERAGE TUITION COSTS
74-75 ACADEMIC YEAR

	Enrollment	x	Cost/Hr.	=	Total
Pub Univ.	2,566,239		21.13		54,224,630
Priv. Univ	717,728		85.06		61,049,944
Pub. Coll.	2,286,946		14.00		32,017,244
Priv. Coll.	1,432,075		69.00		98,813,175
2 Yr., Jr., Comm., and Tech. Coll.	2,198,294		13.00		28,577,822
Total	9,201,282				274,689,814

Average Cost = $29.85/Hr.

(c) As indicated in paragraph 31a(3), 28% of the USAR/ARNG personnel sampled in this study were participating in an educational program without tuition assistance. These individuals would surely participate with tuition assistance. However, there was reason to believe that the sample was more highly motivated educationally than the USAR/ARNG population, so the overall participation rate would be somewhat less than 28%.

(d) As discussed in paragraph 31a(3), 85% of USAR/ARNG personnel sampled in this study indicated that they either were participating in an educational program, or would participate if offered tuition assistance. Predictive validity is believed to be lacking here; many of those saying they would participate would not actually do so.

(e) Both HR 96 and the DOD proposal estimated participation rates of 10% during first term enlistment and 20% during subsequent enlistments. These figures were apparently based upon OCAR survey results indicating 21% participation (paragraph 15g).

Due to the lack of a precise estimate of projected participation rate in a USAR/ARNG tuition assistance program, the present study group elected to prepare three cost estimates based upon rates of 10%, 20% , and 30%. A rate of 20% is felt to be the best estimate, in agreement with HR 96 and DOD estimates and state ARNG results. The other rates are offered as high and low estimates.

(3) The estimation of cost for academic year 75-76 of the proposed tuition assistance program is shown in Tables 10, 11, and 12 for participation rates of 10%, 20%, and 30%, respectively. In each table, row 1 represents the ARNG with over 6 years service, row 2 represents the ARNG with less than 6 years service, row 3 represents the USAR with over 6 years service, and row 4 represents the USAR with less than 6 years service. In column 1 is the approximate eligible population for each category (row). This represents the enlisted population and approximately half the officer population, since many officers have a college degree and would not be eligible for the program. This figure is multiplied by the appropriate participation rate (10%, 20%, or 30%) in column 2 to obtain the number of individuals participating (column 3). Column 3 is then multiplied by the number of hours to be funded yearly (10) in column 4, to obtain the total number of hours to be funded in column 5. The average cost per semester hour is given in column 6, and multiplied by the assistance rate (60% first term,

TABLE 10

COST COMPUTATION
10% Participation Rate

	1 POP.	2 RATE	3 PART.	4 HOURS	5 TOTAL HOURS	6 COST/ HR.	7 RATE	8 COST/ HR.	9 TOTAL COST (MILLIONS
ARNG									
(less 6 yrs)	280,000	10%	28,000	10	280,000	31.34	60%	18.80	5.3
(over 6 yrs)	100,000	10%	10,000	10	100,000	31.34	75%	23.51	2.4
									7.7
USAR									
(less 6 yrs)	150,000	10%	15,000	10	150,000	31.34	60%	18.80	2.8
(over 6 yrs)	60,000	10%	6,000	10	60,000	31.34	75%	23.51	1.4
									4.2
TOTAL									11.9

TABLE 11

COST COMPUTATION
20% Participation Rate

	1 POP.	2 RATE	3 PART.	4 HOURS	5 TOTAL HOURS	6 COST/ HR.	7 RATE	8 COST/ HR.	9 TOTAL COST (MILLIONS)
ARNG									
(less 6 yrs)	280,000	20%	56,000	10	560,000	31.34	60%	18.80	10.5
(over 6 yrs)	100,000	20%	20,000	10	200,000	31.34	75%	23.51	4.7
									15.2
USAR									
(less 6 yrs)	150,000	20%	30,500	10	300,000	31.34	60%	18.80	5.6
(over 6 yrs)	60,000	20%	12,000	10	120,000	31.34	75%	23.51	2.8
									8.4
TOTAL									23.6

TABLE 12

COST COMPARISON

30% Participation Rate

	1 POP.	2 RATE	3 PART.	4 HOURS	5 TOTAL HOURS	6 COST/ HR.	7 RATE	8 COST/ HR.	9 TOTAL COST (MILLIONS)
ARNG									
(less 6 yrs)	280,000	30%	84,000	10	840,000	31.34	60%	18.80	15.8
(over 6 yrs)	100,000	30%	30,000	10	300,000	31.34	75%	23.51	7.1
									22.9
USAR									
(less 6 yrs)	150,000	30%	45,000	10	425,000	31.34	60%	18.80	8.5
(over 6 yrs)	60,000	30%	18,000	10	180,000	31.34	75%	23.51	4.2
									12.7
TOTAL									35.6

75% later terms) in column 7 to obtain the Army's cost for each hour of tuition assistance in column 8. Column 5 is then multiplied by column 8 to obtain the total projected cost for tuition assistance for the year. The total cost summed across ARNG and USAR components is shown at the bottom of each table. The total cost for FY 76 with participation rates of 10%, 20%, and 30% is thus projected to be 11.9 million dollars, 23.6 million dollars, and 35.6 million dollars, respectively. Depicted in Table 13 are cost projections over a six year period beginning with FY 76 at a 5% annual inflationary rate, with the assumption that reserve strengths will remain the same as at present. Total six year cost projections are 74.9, 149.9, and 224.3 million dollars for the three participation rates used.

(4) In addition to the operational costs discussed above, administration costs would be involved in a tuition assistance program. At TAGCEN Education Directorate, an 04 Education Officer would be needed to oversee the program, with the assistance of a GS-3 Clerk for typing and filing. Travel funds would also be needed for the Education Officer to adequately administer the program. This officer should be on a two-year tour and should be supplied alternately by the USAR and ARNG. To administer the program at the state Adjutants General and ARCOMs/GOCOMs, one 02/03 to oversee the program and certify and validate forms and one GS-3 for clerical support would be needed approximately half-time at each, for a total of 118 02/03s and 118 GS-3s, half-time. The total cost of a tuition assistance program for FY 76, with a 20% participation rate, is then projected as summarized below:

Information Pamphlet	$ 12,000
Personnel and Administration:	
TAGCEN	
One 04 Education Officer	19,471
One GS-3 Clerk	6,764
State Adjutants General	
52 02/03 Ed. Technicians (1/2 time)	413,140
52 GS-3 Clerks (1/2 time)	175,891
ARCOMs/GOCOMs	
66 02/03 Ed. Technicians (1/2 time)	524,370
66 GS-3 Clerks (1/2 time)	223,212
Travel Funds	3,000
Miscellaneous (forms, advertising, etc.)	20,000
Tuition Assistance	23,600,000
TOTAL	$24,997,848

TABLE 13

6 YEAR COST PROJECTION
FY 76-81

	1 FY 76	2 FY 77	3 FY 78	4 FY 79	5 FY 80	6 FY 81	7 Total
ARNG 10% Participation Rate	7.7	8.1	8.5	8.9	9.4	9.9	52.5
USAR 10% Participation Rate	4.2	4.4	4.6	4.8	5.0	5.3	28.3
Total Cost	11.9	12.5	13.1	13.7	14.4	15.2	80.8
ARNG 20% Participation Rate	15.2	16.0	16.8	17.6	18.5	19.4	103.5
USAR 20% Participation Rate	8.4	8.8	9.2	9.7	10.2	10.7	57.0
Total Cost	23.6	24.8	26.0	27.3	28.7	30.1	160.5
ARNG 30% Participation Rate	22.9	24.1	25.3	26.6	27.9	29.3	156.1
USAR 30% Participation Rate	12.7	13.3	14.0	14.7	15.4	16.2	86.3
Total Cost	35.6	37.4	39.3	41.3	43.3	45.5	242.4

d. Cost comparison. The cost of a USAR/ARNG program as projected in the present study is considerably less than that in previous proposals, even though administrative costs are included here, but apparently were not previously. A detailed comparison of the present and previous proposals is presented below:

DOD	HR 96	GED Study
50% 1st term	60% 1st term	60% 1st term
10% part.	10% part.	20% part.
75% later term	75% later term	75% later term
20% part.	20% part.	20% part.
6 hr./yr,	10 hr./yr.	10 hr./yr.
$65/hr.	$33/hr.	$31.34/hr.

FY 76 Cost (Millions of dollars)

ARNG	20.8	19.3	15.2
USAR	11.7	10.3	8.4
Admin	?	?	1.4
TOTAL	32.5	29.6	25.0

38. Potential cost influences. The cost analysis in paragraph 37 above was computed by specifying the many parameters involved to the degree possible at present. However there are at least two potenital influences upon cost which cannot be quantified at present but must be considered.

a. As discussed in paragraph 36f, many state ARNG's have a tuition assistance program ongoing or in the proposal state. Any federal legislation pertaining to providing tuition assistance to USAR/ARNG personnel must take into consdieration interaction with state programs. There is potential for federal savings by matching of state funds. The amount of this saving can only be determined by future legislation.

b. GI Bill benefits are scheduled for elimination in the near future. Such action may result in an increase in the use of tuition assistance as discussed in this study, thus producing an increase in cost. The exact effect of this factor cannot at this time be determined.

39. Benefit analysis. In paragraph 37 costs were projected for extension of tuition assistance to USAR/ARNG personnel. What can the Army expect to get in return for this expenditure?

While it would be desirable to answer this question by means of an extensive cost benefit analysis, this is not possible since the benefits are not sufficiently quantified. The general benefits foreseen are discussed below.

a. Retention. The present study group determined (paragraph 31a(4)) that extension of tuition assistance would increase USAR/ARNG reenlistments by at least 9%. Clement et. al. (1973) estimated this increase to be 16%. OCAR in 1971 estimated this increase to be 21%. It is therefore concluded that a benefit of the proposed program would be an increase in USAR/ARNG reenlistments in the range of 9% to 21%. However, the importance of this benefit is diminished by the fact that the USAR and ARNG have been obtaining sufficient numbers of PS acession. The shortage is in the area of NPS accessions.

b. Recruitment. The response of USAR and ARNG recruiters (paragraph 31c and d) indicate that the proposed program would offer a benefit as a powerful recruiting incentive. Studies summarized in paragraph 15, Chapter 2 also indicate the power of educational benefits as a recruiting incentive. While this benefit was not quantified in the present study, a rough estimate, based upon results of Johnson and Bachman (1972), indicated that paid schooling would interest 100,000 young men in reserve service. OCAR in 1971 also estimated that 16% of JROTC students would join the reserves in return for this benefit. It is therefore expected that the provision of tuition assistance to USAR/ARNG personnel would significantly increase NPS accessions. However, this beneficial effect must be weighed against the possible detrimental effect upon Active Army recruiting (see Active Army recruiter survey, paragraph 31b). If offered the same primary educational benefit (tuition assistance) for Active Army or reserve service, many qualified young men might opt for reserve service near home (perhaps, allowing them to remain in school full time) rather than Active Army service. Active and reserve recruiters feel that they draw from the same pool (paragraphs 31b, c, and d), and the depth of this pool is not precisely known. Further study of this potential detrimental effect upon the Active Army is needed before extending tuition assistance to reserve components.

c. Quality of forces. The extension of tuition assistance should improve the quality of reserve forces by providing an attraction for educationally motivated young men. As a very rough estimate, 20% of USAR/ARNG personnel would take advantage of the program, thus raising the educational level of the reserves. Such an increase is significant in the light of minimum educational level standards now in effect for reserve forces. The proposed program does not directly address the quality problem of reserve forces, since it does not provide assistance for high school graduation and the mental categories of soldiers can't be changed. However, it does indirectly address the problem by attracting more highly educationally motivated individuals from higher mental categories to reserve service.

d. Conclusion. Several benefits of the proposed program are foreseen for the USAR and ARNG. However, further study is needed to further quantify these benefits to ascertain whether they are worth their cost, and to determine detrimental effects upon the Active Army.

Chapter 5. Conclusions

40. Conclusions. The conclusions of the present study effort are as follows, with reference to supporting discussion:

a. The provision of educational benefits is one of the most powerful recruiting/retention incentives for the military (paragraph 15).

b. Education is positively correlated with military performance, and the military has a need to attract educationally motivated individuals (paragraph 16b and d).

c. The extension of educational benefits would increase USAR/ARNG reenlistments by an amount in the range of 9% to 21% (paragraphs 31a (4) and 15f).

d. Educational benefits would increase USAR/ARNG NPS accessions by a substantial but not precisely determined amount. Civilian survey studies are needed to quantify this increase (paragraphs 15a (2) and 31f).

e. USAR/ARNG personnel (including enlisted men and program managers) are highly positive toward the extension of educational benefits to their components (paragraphs 31a, c, and d and 35).

f. Active Army and USAR/ARNG recruiters feel that they are in competition for the same pool of potential recruits, and Active Army recruiters feel that the extension of educational benefits to USAR/ARNG will hinder their efforts. This fear was not substantiated by the study team (see conclusion o). Further cooperation among recruiter groups is needed (paragraph 31a, b, c, and d).

g. There are at present almost no educational programs in effect for the USAR; however, many state ARNG educational programs are in effect or in the proposal state (23 states have a program in effect, and almost all other states have a proposed program). The NGB on 29 Oct 1975 tasked the states with an existing program to survey the program's effects on recruiting and retention. This survey will be completed on 30 JUN 1976.

h. Allied nations have no experience in providing educational benfits to their reserve forces (paragraph 33).

i. Approximately 30% of USAR/ARNG units are located within driving range (100 miles) of an Army Education Center, and 78% are located near an educational institution (paragraph 34).

j. Due to the geographical distribution of USAR/ARNG units, it is not feasible to offer them the full range of educational benefits available to Active Army personnel at Army Education Centers; for example, counseling and testing services (paragraph 36b and d).

k. It is feasible (but not necessarily cost-effective) to extend tuition assistance to the USAR and ARNG. Any assistance given should be offered for 10 semester hours per year, with 60% of tuition paid for first term enlistees and 75% paid for subsequent term enlistees, since a viable benefit should amount to at least $300 per year (paragraph 36d).

l. The weighted average cost per semester hour of instruction during academic year 75-76 is $31.34 (paragraph 37c (1)).

m. The rate of participation in a USAR/ARNG tuition assistance program is roughly estimated to be 20% of eligible personnel. Due to the imprecision of this estimate, cost estimates should include projected participation rates of 10%, 20%, and 30% (paragraph 37c (2)).

n. The total cost, including administration, of the proposed extension of tuition assistance for FY 76 (based upon 20% participation) is projected to be 25.0 million dollars. This figures is significantly less than that obtained in previous proposals (paragraph 37c (3) and (4) and 37d).

o. The effects of the proposed extension of tuition assistance upon Active Army recruiting has not been sufficiently studied. Such study (perhaps a pilot test) should be conducted before implementing a tuition assistance program for the USAR/ARNG (paragraph 39b). The currently ongoing ARNG survey (see conclusion g) may satisfy this requirement.

41. Conclusion Summary. The major conclusions of the present study effort are summarized below:

a. The proposed tuition assistance program would have positive effects upon USAR/ARNG recruiting and retention.

b. Active Army recruiters feel that the proposed program would hinder their recruiting effort, but this fear has not yet been substantiated.

c. The cost of the program would be approximately 25 M during the first year of operation.

d. The program should be administered through the USAR/ARNG, and not through the Active Army GED program.

42. Lessons learned. The following lessons were learned during the conduct of the study:

a. Make certain that all study team personnel are available for the duration of the study.

b. Formalize all data collection procedures early in the study process.

c. Specify all data collection restrictions and resource limitations prior to the study.

Chapter 6. Recommendations

43. Recommendations. The recommendations based upon the present study are as follows:

a. That the study be approved by The Adjutant General and be provided to interested agencies for their information and appropriate action.

b. That DAAG-ED in coordination with NGB evaluate the cost effectiveness of the 11 existing state-sponsored tuition assistance programs and that DAPE-MPR in coordination with NGB evaluate the effects of these programs on recruiting.

c. That, when and if educational benefits are extended to USAR/ARNG, the program be designed along the lines of the model developed in this study and that any cost estimates for legislative proposals be computed using methodology as in this study.

APPENDIX A

Study Directive

THE ADJUTANT GENERAL CENTER
EDUCATION DIRECTORATE
RM: 5A-109, FORRESTAL BUILDING
WASHINGTON, DC 20314

DIRECTIVE
FOR
THE STUDY OF THE FEASIBILITY OF EXTENDING SELECTED GED SERVICES TO USAR AND ARNG

14 APRIL 1975

Project Sponsor: COL C. F. Briggs
A/C 202-693-6328

Project Director: T. Davis
A/C 202-0323

DAAG-EDG Study Team
J. Raines - Education Specialist
H. J. Ford - Education Specialist

DEPARTMENT OF THE ARMY
OFFICE OF THE ADJUTANT GENERAL
WASHINGTON, D.C. 20314

22 MAY

22 MAY 1975

DAAG-EDG

MEMORANDUM FOR: THE PROJECT DIRECTOR, EDUCATION DIRECTORATE, TAGCEN

SUBJECT: Project: Implementation of Education Services to USAR and ARNG

1. Reference:

a. AR 5-5, The Army Study System, 1 Aug 1974.

b. AR 621-5, General Education Development, 26 Aug 1974.

c. TAGO Reg. No. 1-53, Project Planning Control and Procedures, 1 Nov 1973.

2. Purpose. This memorandum provides for the establishment and development of a study to examine the feasibility of extending Selected GED Services to USAR and ARNG and, if such extension is found to be feasible, to prepare a detailed implementation plan.

3. Terms of Reference.

a. Problem. The problem to be addressed is manifold:

(1) Recruitment of Quality Personnel in USAR and ARNG. Since the draft was abolished, mental category I and II NPS accessions have dropped drastically while mental category III and IV NPS accessions have increased.

(2) Education Levels of USAR and ARNG Personnel. Over 65,000 USAR and ARNG personnel are non-high school graduates. This is below minimum goals established by HQDA.

(3) Recruiting Shortfall. A recruiting shortfall of 30,000 is predicted in USAR and ARNG in FY 75. A viable recruiting incentive is needed.

b. Objectives.

(1) To recommend which, and to what extent, GED educational services could be provided USAR and ARNG.

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(2) To assess, to the degree possible, the impact of extending Selected GED Services on related on-going programs of the USAR, ARNG, and active Army (i.e., recruitment, retention, active Army GED program, etc.).

(3) To provide cost estimates and a detailed implementation plan should the extension of GED services be adopted.

c. Limits:

(1) This study will be confined to only those GED Services currently offered under provisions of AR 621-5. No additional program areas will be examined or established.

(2) This project will make no attempt to change, modify or expand any current laws or regulations that govern the current active Army GED Program.

d. Scope. This project will be Army-wide and will require limited contact with other military services and with OSD representatives. Primary emphasis will be in the related areas of extending GED services to selected USAR/ARNG, providing cost estimates, implementation plans, and investigating the impact on active Army recruitment.

e. Time Frame: Beginning 14 Apr 1975 through 31 Aug 1975.

f. Assumptions

(1) TAG will continue to be responsible for policy and operation of the GED Program.

(2) Extension of Selected Education Services to USAR and ARNG will provide an enlistment incentive to those NPS personnel who wish to improve their education.

(3) The Army minimum education goals will not change.

(4) Congress will continue to view the high school diploma as the minimum desirable education level for enlistment.

(5) The Army will continue to emphasize quality accessions when recruiting personnel.

g. Essential Elements of Analysis.

(1) What educational services are now available under the GED program to active duty personnel?

(2) What is the approximate cost of these service?

(3) What proportion of the military population uses these services?

(4) What is the minimum educational goals for active duty personnel?

(5) What is the source of funding for the GED program? How are the funds administered?

(6) What is the present approximate cost for active Army tuition assistance?

(7) How is the active Army tuition assistance program administered?

(8) What is the present approximate cost of providing educational counseling services?

(9) Who provides counseling services? Are these personnel specially trained?

(10) What is the present type and range of testing services available to active Army personnel? Can these be expanded for USAR and ARNG?

(11) Which agencies provide testing services?

(12) What are the costs associated with testing services?

(13) How is the testing program administered?

(14) What are the education levels, by rank, etc., of USAR and ARNG personnel?

(15) Is there established policy regarding education levels of USAR and ARNG personnel?

(16) What proportion of USAR and ARNG units are located near military installations with Army education centers?

(17) What number of USAR and ARNG units are located in close proximity to junior colleges, colleges and vocational-technical training institutions?

(18) What do available troop surveys indicate regarding the value of education as a recruiting incentive?

(19) Do proposals regarding the extension of education services to USAR and ARNG already exist? What is their status? How were cost estimates derived?

(20) In overall management and operations, how do USAR and ARNG differ? Will one set of recommendations suffice for both?

(21) What educational services are now available to USAR or ARNG personnel? Does the availability of such services affect the recruitment rate?

(22) What are the opinions of recruiters, active Army and reserves, of the potential effects of this program on recruitment and retention?

(23) What are the opinions of managers of current programs, Project AHEAD, etc., of the effects of the extension of GED Services on their programs?

4. Support and Resource Requirements.

a. DAAG-SD will provide:

(1) Technical assistance as required.

(2) Advance research as required.

(3) Evaluation of output as required.

b. DAAG-ED will provide:

(1) Management analyst with expertise in education.

(2) Space, equipment and clerical support.

c. CG, TAGCEN will:

(1) Instruct CG, RCPAC and TAGCEN Directors to provide information and assistance as required by the study team.

(2) Provide funds to temporarily augment the Education Directorate staff with two reserve Officer personnel at the 04 or 05 level.

5. Administration.

a. Project Title: Feasibility of Extension of Selected GED Services to USAR and ARNG. (Level II)

b. Project Schedule: (See attached schedule at inclosure 2).

c. Control Procedures:

(1) Project Sponsor - COL C. F. Briggs (DAAG-ED), ext. 30323

(2) Project Director - Mr. T. Davis (DAAG-ED), ext. 36328

(3) Project Control Officer - Mr. J. Raines (DAAG-ED), ext. 37748

(4) Project Manager - Mr. H. Ford (DAAG-ED), ext. 37749

(5) The study will proceed and provide formal interim status reports or in-process reviews in accordance with a detailed milestone schedule to the project sponsor and project manager. Status briefings will also be provided other interested parties upon completion of significant milestones.

d. Project Format. An appropriate format will be determined in coordination with the project sponsor. The outline will be flexible, so as not to restrict the study; however, it will be consistent with military usage and will be compatible with the requirements of AR 1-28.

e. Procedure and concept of study. See inclosure 1.

f. Final Reports to TAG.

J. C. PENNINGTON
Brigadier General, USA
Acting The Adjutant General

5 Incl
1. Procedure and Concept of Study
2. List of Project Events
3. List of Project Outputs
4. Output Evaluation Criteria
5. Data Collection Plan

PROCEDURE AND CONCEPT STUDY

1. The study will examine the feasibility of extending tuition assistance and/or other education services to the ARNG and USAR. It will also address and analyze, in terms of cost and scope, the feasibility of providing other necessary services. This project will develop a complete scope of functions and implementation plans for counseling, testing, administration and evaluating their appropriateness. The approach will be to use the draft legislation as proposed by ASD (M&RA) as the area of subject selection, and to consider the provisions of the tuition assistance program of the active Army.

2. The study efforts will proceed as follows:

a. Part I will consist of assessment of research and organization analysis.

(1) Review and assess the current status of ASD (M&RA) draft legislation.

(2) Assess methodologies for development of EEA's.

(3) Review current status of recruiting shortfall NPS personnel for USAR/ARNG.

(4) Other related studies will be reviewed.

(5) Initiate data collection procedures.

(6) Review data inventory and consolidate.

(7) Coordinate data inventory with NGB and OCAR.

(8) Prioritize EEA's.

(9) Outline base control for development of EEA's. List constraints.

b. Part II will consist of cost estimates, implementation plans and impact projections.

(1) Select services for extension.

(2) Formulate/prepare tuition assistance plans.

(3) Document current problem of OSD proposal.

(4) Design and prepare alternate tuition assistance plans based on economic cost analysis.

(5) List, evaluate and analyze other possible services for extension.

(6) Review and conduct analysis of the impact on GED programs.

(7) Draft recommendations for administration and testing.

(8) Design plan and procedure for counseling.

(9) Evaluate and develop complete cost analysis.

(10) Analyze overall effects on active Army recruitment and draft recommendations.

(11) Final report and briefing.

LIST OF EVENTS

PART I

A. Research and Organization Analysis
  1. Prepare Project Directive - finalize (Week 1)
  2. Collect Data and Analyze Status of OSD Proposal (Week 2)
  3. Prioritize EEA's and Define Resource Areas (Week 2)
  4. Analyze and Evaluate Methodology (Week 3)
  5. Consolidate Data (Week 3)
  6. Review Data Inventory (Week 3)
  7. Coordinate Data with OCAR - NGB - DCSPER (Week 4)
  8. Evaluate Critical Time Constraints (Week 4)
  9. Determine Additional Necessary Data (Week 4)
  10. Continuing Check on Item #2 (Week 2-5)
  11. Prepare Report on Data and Prepare IPR (Week 6)

PART II

B. Cost Analysis, Plans and Impact Projections

  1. Select Services for Extension (Week 7)
  2. Document Current Problems and Constraints (Week 7)
  3. Evaluate all Services for Essential Services (Week 7)
  4. Develop Tuition Assistance Plan (Week 8-9)
  5. Formulate Plans for Other Services (Week 8-10)
  6. Develop Alternate Tuition Assistance Plans (Week 9-14)
  7. Design Plan and Procedure for Counseling (Week 11)
  8. Draft Recommendations for Administration and Testing (Week 12)
  9. Develop Cost Analysis (Week 6-18)
  10. Review Impact on Active Army Recruitment of NPS (Week 18-19)
  11. Begin Draft for Final Report (Week 20)
  12. Final Report and IPR (Week 21)
  13. TAG Letter (Week 22)

PROJECT OUTPUTS

PART I	A. Research and Organization Analysis
PM	1. Assessment of ASD (M&RA) proposal (End of week 1)
PM - PCO - SDD	2. Data capture methodology (End of week 1
PM	3. Status of recruiting shortfall - summary report (End of week 2)
	4. Summary report of related studies (End of week 4)
	5 - 6 - 7 - 8NRN
PM - PCO - SDD	9. Summary report of all collected data and IPR (End of week 5)
PART II	B. Cost - data, plans and impact projection
PM	1. Summary report - Reviews of selected services (End of week 5)
PM - PCO - SDD	2. Summary report - Design for tuition assistance plan (End of week 8) & cost analysis
PM	3. Summary report on OSD proposal - (End of week 12)

PM - PCO - SDD	4. Summary report - Alternate tuition assistance plans and cost analysis (End of week 18)
PM - PCO - SDD	5. Summary report - Impact statements on active Army recruitment (End of week 20)
	6. Final recommendations and input analysis report - (End of week 21)
PM - PCO - SDD	7. TAG Letter and IPR (End of week 22)

PS - Project Sponsor

PM - Project Manager

PCO - Project Control Officer

NRN - No Report Necessary

SDD - Systems Development Directorate

OUTPUT EVALUATION CRITERIA
PART 1

A. Assessment of Research and Organization Analysis

1. Research present status of ASD (M&RA) proposal.

(a) Does present study include any of the same shortfalls and what benefits can be extracted?

(b) Was the basic objective reached for this section of the on-going study?

(c) Did the data gathered provide a good description of the associated cost of the proposal researched?

2. Methodology.

(a) Are methodologies appropriate for current on-going project?

(b) Can the methods be expanded to meet other requirements?

3. Current status of recruiting shortfall.

(a) Does the research define type data needed and show source of data?

(b) Does this data support the projected shortfall of NPS personnel?

(c) Have all sources for data been researched?

4. Review of other studies.

(a) Does research report facts and provide recommendation for on-going study?

(b) Were the studies accurate and authentic?

5. No report required. No evaluation criteria needed.

6. Consolidate data inventory.

(a) Is all data documented?

(b) Are statistics valid and appropriate?

(c) Was research complete enough to support findings?

7. Coordination of data collected.

(a) Observe data for up-dating.

(b) Does coordination procedure provide additional research data previously not available?

(c) Were conclusions of previous research supported?

8-9-10. Outlines and Constraints.

(a) Were EEA's arranged in logical sequential order?

(b) Was each essential EEA addressed?

(c) Were constraints evaluated from the following: Decision making authority - personnel - time estimates?

(d) Is report concise and comprehensive?

11. Summary research analysis report.

PART II

B. Cost analysis, Implementation Plans and Impact Projects

1. Services for selection of extension.

(a) Do the selected services function in the area of needs?

(b) Have all services been properly screened prior to selection?

(c) Does the data gathered support each service as needed?

2. Preparation of tuition assistance plan.

(a) Provide overall review of active Army tuition assistance plan.

(b) Can the plan be extended or expanded to meet the needs of different areas?

(c) Has the plan been analyzed for appropriateness?

3. Evaluation of Plan. Summary report of all elements.

4. Alternate tuition assistance plans.

(a) Alternate plans reviewed for cost and quality.

(b) Do the plans overlap present or past studies?

(c) Do these plans provide a reduction in overall cost?

5. Provide list for selection of other services. Does the list provide adequate provisions for USAR and ARNG?

6. Developing impact statement on the GED (General Education Development) program. Provide report.

7-8. Providing recommendations on counseling and administration procedure.

(a) Do the recommendations provide clear and concise step by step procedures?

(b) Has each area--counseling, administration and testing--been sufficiently reviewed?

9. Analyze effects on active Army.

(a) Has recruitment data been adequately recorded?

(b) Are conclusions based on supporting data?

(c) Are statistics valid?

(d) Were recommendations documented and supported by factual information?

DATA COLLECTION AND ANALYSIS PLAN

Data Collection will direct itself toward those essential elements which will aid the study group in providing an in-depth knowledge of the Active Army Tuition Assistant Program. The team will also render an in-depth study of the proposal and plan that has been submitted by OSD and the on-going educational assistance proposals that are being conducted by selected states.

The approach to data assemblage will be through critical examination or investigation of subject material, analytical techniques to integrate factors that may lead to conclusions or recommendations and evaluation of other organizations, doctrines, systems and programs related to educational assisance.

Questionnaires and structured interviews will be developed by the study group as an aid in data compilation.

Data will be gathered for input through other research techniques as related publications become inherent. Any deviations or inclusions in the data assemblage will be documented.

Specific data sources for each EEA are indicated below:

EEA	DATA SOURCE
(1)	Education Service Plan
(2)	Education Service Plan
(3)	Current Management Reports
(4)	Army Regulations
(5)	OMA Program 871117/Budget Guid. Letter
(6)	GED Program Report/HQDA-EDG
(7)	Army Regulation AR 621-5
(8)	GED Program Budget Report
(9)	HQDA EDG-C
(10)	DANTES Survey
(11)	DANTES Survey
(12)	DANTES Survey
(13)	Army Regulation AR 621-5
(14)	RCPAC Survey
(15)	USAR/ARNG Regulations
(16)	MAP Survey
(17)	MAP Survey
(18)	DANTES Survey; RCPAC Survey; MILPERCEN Records
(19)	RCPAC Survey
(20)	RCPAC Survey; CNGB Survey; OCAR Survey
(21)	RCPAC, CNGB, OCAR Survey
(22)	Recruiter Questionnaire
(23)	Program manager's Questionnaire

APPENDIX B

House Rule 96

94TH CONGRESS
1ST SESSION

H. R. 96

IN THE HOUSE OF REPRESENTATIVES

JANUARY 14, 1975

Mr. MONTGOMERY (for himself, Ms. HOLT, Mr. MITCHELL of New York, Mr. SIKES, Mr. COCHRAN, Mr. LOTT, and Mr. MYERS of Indiana) introduced the following bill; which was referred to the Committee on Armed Services

---

A BILL

To amend title 10, United States Code, to authorize a tuition assistance program for enlisted members of the National Guard and the Selected Reserve of the Ready Reserve.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That title 10, United States Code, is amended by adding the following new chapter after chapter 105:

"Chapter 106.—TUITION ASSISTANCE FOR MEMBERS OF THE NATIONAL GUARD AND OF THE SELECTED RESERVE OF THE READY RESERVE

"Sec.
"2130. Establishment.
"2131. Eligibility.
"2132. Amount.

"§ 130. Establishment

"For the purpose of increasing active participation in the National Guard and in the Selected Reserve of the Ready Reserve, the Secretary of each military department, under regulations prescribed by the Secretary of Defense, and the Secretary of Transportation with respect to the Coast Guard when it is not operating as a service in the Navy, may establish and maintain a tuition assistance program for his department.

"§ 2131. Eligibility

"To be eligible to participate in the program, a person must—

"(1) be an enlisted member of a unit of the National Guard or of the Selected Reserve of the Ready Reserve who has completed basic training and has been awarded military occupational qualification, but who has not completed more than 12 years of service computed under section 1332 of this title;

"(2) be participating satisfactorily as a member of his unit;

"(3) not be on active duty as defined in section 101 (22) of this title, or on full-time training duty under section 502, 503, 504, or 505 of title 32, United States Code, under orders specifying a period of active duty or full-time training duty of more than 30 consecutive days;

"(4) not have been awarded a baccalaureate, or equivalent or higher degree from an accredited college or university;

"(5) not be entitled to educational assistance under any other provision of this title, or under title 38, United States Code; and

"(6) be enrolled in a course of instruction at an accredited postsecondary school, civilian institution, or at a technical or trade institution.

"§ 2132. Amount

"Tuition assistance under this chapter is limited to—

"(a) 60 per centum of the tuition for the course of study in which the member is enrolled, not in excess of 10 hours of credit in a semester, or 12 hours of credit in a quarter, during the period of his initial enlistment in the National Guard or Selected Reserve of the Ready Reserve;

"(b) 75 per centum of the tuition charge for such credit hours during any subsequent period of enlistment, reenlistment, or extension of enlistment.".

APPENDIX C

DOD Proposal

DEPARTMENT OF THE AIR FORCE
WASHINGTON 20330

FFICE OF THE SECRETARY

Dear Mr. Chairman:

Reference is made to your request to the Secretary of Defense for the views of the Department of Defense with respect to H.R. 96, 94th Congress, a bill "To amend title 10, United States Code, to authorize a tuition assistance program for enlisted members of the National Guard and the Selected Reserve of the Ready Reserve." The Secretary of Defense has delegated to the Department of the Air Force the responsibility for expressing the views of the Department of Defense. The purpose of H.R. 96 is to increase active participation in the National Guard and in the Selected Reserve of the Armed Forces by authorizing a program of undergraduate tuition assistance for enlisted members of those components when not on active duty. The assistance would be limited to 60% of the tuition for not more than 10 semester hours or 12 quarter hours of study during the initial enlistment, and 75% of that tuition during subsequent enlistment, reenlistment or extension of enlistment.

The Department of the Air Force, on behalf of the Department of Defense, strongly supports legislation to authorize tuition assistance for members of the National Guard and other Reserve components. However, because H.R. 96 would not authorize assistance for postgraduate study and would authorize assistance for a greater number of hours of study than is necessary to achieve its purpose (and is thus unnecessarily more costly), the Department of the Air Force, on behalf of the Department of Defense, does not favor enactment of H.R. 96, as written. Instead, a substitute draft bill, similiar to H.R. 96 in purpose and certain features, is enclosed. The substitute draft bill is limited in coverage to--

(1) enlisted members of the Selected Reserve or an Armed Force; (all federally recognized National Guard members and members of the Selected Reserve.

(2) personnel not on active duty for a period of more than 30 days; and

(3) personnel who may have completed their initial period of active duty for training.

In the enclosed draft proposal, tuition assistance would be limited to 50% during the initial six years of service and would be increased to 75% in subsequent years. Not more than six semester hours, or nine quarter hours, would be funded for any single term. Additional restrictions could be imposed by the Secretary of a Military Department to tailor the program to available funds.

The program as proposed in the enclosed draft bill would utilize only institutions that are accredited at the technical/occupational, associate, baccalaureate, and graduate levels.

Increased Costs of H.R. 96
(In Millions of Dollars)

	First Year	Sixth Yea
Air Force Reserve	$3.57	$5.49
Air National Guard	8.48	12.70

For the foregoing reasons, the Department of the Air Force, on behalf of the Department of Defense, recommends the enactment of the enclosed draft proposal as a substitute for H.R. 96.

This report has been coordinated within the Department of Defense in accordance with procedures prescribed by the Secretary of Defense.

The Office of Management and Budget advises that from the standpoint of the Administration's program, there is no objection to the presentation of this report for the consideration of the committee.

A B I L L

To amend title 10, United States Code, to authorize a tuition assistance program for eligible enlisted members of the Selected Reserve of the Ready Reserve of the armed forces.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That chapter 101 of title 10, United States Code, is amended by inserting the following new section after section 2001 and a corresponding item in the analysis:

"§2001a. Enlisted members of the Selected Reserve of the Ready Reserve of the armed forces: tuition assistance program

"(a) To increase active participation in the reserve components, the Secretary of a military department under regulations prescribed by him and approved by the Secretary of Defense, or the Secretary of Transportation with respect to the Coast Guard when it is not operating as a service in the Navy, may establish and maintain a program to provide tuition assistance to eligible enlisted members of the Selected Reserve of the Ready Reserve of an armed force under his jurisdiction to enable them to pursue studies at a post-secondary educational level.

"(b) Tuition assistance may be authorized under this section for an enlisted member if he --

"(1) is a member of the Selected Reserve of the Ready Reserve of his armed force;

"(2) is not on active duty for a period of more than 30 days;

"(3) has completed his initial period of active duty for training; and

"(4) is receiving education at a post-secondary level from an accredited civilian educational institution (including a college or university) or training at a technical or trade institution.

"(c) Tuition assistance under this section may not be --

"(1) provided for more than 6 semester hours, or its equivalent, in any one term;

"(2) more than 50 percent of the tuition cost, or equivalent fee, if, when the term begins, the member has less than 6 years of qualifying service computed under subsection (d)(3) of this section;

"(3) more than 75 percent of the tuition cost, or equivalent fee, if, when the term begins, the member has at least 6 years of qualifying service computed under subsection (d)(3) of this section.

"(d) For the purpose of subsection (c) of this section --

"(1) 'term' means --

"(A) 'semester' in the case of an institution organized on a semester basis;

"(B) 'quarter' in the case of an institution organized on a quarter basis; and

"(C) as provided in regulations of the Secretary concerned in the case of an institution organized on a basis other than semester or quarter;

"(2) the equivalent of 6 semester hours is 9 quarter hours in the case of education from an institution organized on a quarter basis and as provided in regulations of the Secretary concerned in the case of education from or training at an institution organized on a basis other than semester or quarter; and

"(3) a member's qualifying service is the total of --

"(A) his service on active duty (other than for training; and

"(B) any period of assignment to a unit of the Selected Reserve of the Ready Reserve of an armed force during which his participation in training programs of the unit was satisfactory, as determined under regulations of the Secretary concerned."

SEC. 2. There are authorized to be appropriated such sums as are necessary to carry out the purposes of this Act.

APPENDIX D

GED Program Report - FY 75

GENERAL EDUCATIONAL DEVELOPMENT PROGRAM REPORT

For use of this form, see AR 621-5; the proponent agency is The Adjutant General's Office.

PERIOD COVERED BY REPORT — FROM	1 JUL 74
TO	30 JUN 75
REPORTS CONTROL SYMBOL	AG 33(R2)
COMMAND/POST	HQDA FY75

EDUCATION ACTIVITIES — CENTERS	SUB CENTERS
197	141

PERSONAL CATEGORY	PART IA - POPULATION AND EDUCATIONAL LEVEL SURVEY: INDIVIDUALS a	BELOW DA GOAL b	PART IB - PARTICIPATION SURVEY: BELOW DA GOAL PARTICIPATING c	TOTAL PARTICIPATIONS d
CAREER ENLISTED	350,519	51,176	12,739	88,643
NON CAREER ENL	273,502	84,658	41,491	139,581
WARRANT OFFICER	14,446	7,219	2,452	5,664
OFFICER	87,065	9,155	4,471	16,823
TOTAL	725,532	152,206	61,153	251,011
OTHER MILITARY				15,281

PART II - QUARTERLY REPORT OF PARTICIPATION AND RELATED COST

ITEM	PROGRAM SUB ELEMENT	TUITION ASSISTANCE: HOURS a	COST b	GROUP STUDY COURSES: HOURS c	COST (OMA) d	COST (NAF) e	NON DA FUNDED COURSES: HOURS f	COST (VA) g	COST (Other) h	INDIVIDUAL LEARNING — NEW PARTICIPANTS: CORRESPONDENCE i	LABORATORY j	INDIVIDUAL PARTICIPANTS k	COURSE ENROLLMENTS l	COURSE COMPLETIONS m	TOTALS: HOURS OF EDUCATIONAL SERVICE n	ARMY OMA COSTS o
1	BASIC EDUCATION	14746	24909	1231700	668026	518	1366703	2449620	39132	5	1320	26658	47577	38709	2595149	672935
	HIGH SCHOOL															
2	CAREER ENL	917	1371	491080	131418	1079	3810171	16319856	47692	429	1820	19095	36812	27523	9302158	132789
3	NON CAREER ENL									322	1719	63754	115755	88266		
4	COLLEGE PREP CAREER & NON CAREER ENL	8	60	154414	8444	1113	1951506	4053382	14202	70	2825	25964	35157	20839	2105928	8504
5	WO & OFFICER									57	372	4765	4572	3157		
	VOCATIONAL/ TECHNICAL															
6	CAREER ENL	1029874	725000	1331842	354574	909	820282	1761744	176036	894	301	18128	20625	14566	3181998	1079574
7	NON CAREER ENL									680	402	18022	18331	11931		
8	WARRANT OFF									44	2	915	1124	629		
9	OFFICER									144	21	957	914	545		
	COLLEGE ASSOCIATE															
10	CAREER ENL	186585[illegible]	1807343	150575	55815	70	1019233	2054537	298846	33	9	30823	34245	26737	3035667	1863157
11	NON CAREER ENL									20	6	27427	30203	20816		
12	WARRANT OFF									1	0	3051	3410	2390		
13	OFFICER									1	[illegible]	2389	2006	1915		
	COLLEGE BACCA-LAUREATE															
14	CAREER ENL	3431811	4567193	299073	72910	120	1729218	3384567	1530060	91	79	44776	30413	35798	5390102	6640103
15	NON CAREER ENL									75	134	41150	45177	28727		
16	WARRANT OFF									6	73	6250	7546	5733		
17	OFFICER									31	5	13223	15291	12356		
	COLLEGE GRADUATE															
18	CAREER ENL	206834	429804	16260	10025	0	1097351	4945380	734059	5	14	1956	2420	1912	1320445	439829
19	NON CAREER ENL									3	0	1688	1898	1353		
20	WARRANT OFF									0	6	885	918	681		
21	OFFICER									18	3	16049	21336	16659		
	FOREIGN LANGUAGE															
22	CAREER & NON CAREER ENL	14112	13302	2994683	859080	25940	521544	1698	182447	7	25565	80803	83404	71903	3530339	872382
23	WO & OFFICER									5	5586	7029	7412	4980		
	MOS RELATED															
24	CAREER ENL	78143	78925	3811628	1127516	23568	198321	65757	97924	29226	59746	773[illegible]	69219	65886	4088092	1206441
25	NON CAREER ENL									23959	72066	9[illegible]	84723	61605		
26	WARRANT OFF									275	1331	6[illegible]	792	532		
27	OFFICER									841	3285	19[illegible]	6027	5095		
	GENERAL INTEREST															
28	ALL PERSONNEL	191	416	191905	76100	495	195049	41839	44423	187	667	[illegible]	18693	15496	396145	76516
29	TOTAL	6,553,485	2,648,323	10,603,[illegible]	3,343,908	52,812	7,689,378	35,058,329	3,164,821	37,429	172,261	650,91[illegible]	745,989	566,729	34,946,033	10992231

PART III - OPERATING COSTS

A. PERSONNEL

ITEM	CATEGORY	APPROPRIATED FUNDS						NON APPROPRIATED FUNDS		HOURS OF EDUCATIONAL SERVICE
		MILITARY		CONTRACT CIVILIANS		DAC OR LN PERSONNEL		ALL PERSONNEL		
		NO. a	COST b	NO. c	COST d	NO. e	COST f	NO. g	COST h	i
30	EDUCATION COUNSELORS	0	0	1	678,177	544	6,037,605	0	399	1,044,321
31	TEST EXAMINERS AND PROCTORS	1	12,884	239	1,134,251	33	338,248	7	7,650	1,284,913
32	MOS REFERENCE PERSONNEL	22	95,183	188	1,060,043	23	130,140	24	42,009	627,839
33	LEARNING LAB SUPERVISORS	0	0	64	362,209	7	85,337	5	8,532	244,023
34	EDUCATION DIRECTORS (At Major Headquarters)	2		0		16		0		
35	EDUCATION SERVICES OFFICER	2	13,395	0	0	215	4,641,451	0	0	
36	ADMINISTRATIVE AND CLERICAL	31	207,213	0	11,156	509	4,364,011	36	61,150	352,527
37	OTHER	17	0	47	308,510	87	153,262	4	3,801	96,255
38	TOTAL	75	328,675	539	3,554,346	1454	15,750,554	74	123,741	3,649,878

B. STAFF DEVELOPMENT

39	NO. OF DAC (LN If Appropriate) PERSONNEL INVOLVED	1249
40	COST	177,999

C. SERVICES AND SUPPLIES

		APPROPRIATED FUNDS a	NON APPROPRIATED FUNDS b
41	LOCAL PURCHASE OF SUPPLIES EQUIPMENT & MATERIALS	1,929,043	2,031
42	SERVICES	411,265	924
43	TOTAL	2,340,308	2,955

PART IV - COUNSELING

44	NO. PERSONNEL COUNSELED BELOW GOAL	563,466
45	NO. PERSONNEL COUNSELED ABOVE GOAL	504,947
46	TOTAL PERSONNEL COUNSELED	1,068,415
47	NO. OF COUNSELING SESSIONS	1,381,243

PART V - TESTING

	EXAMINATIONS	ENLISTED		OFFICERS	
		ADMINISTERED a	PASSED b	ADMINISTERED c	PASSED d
48	HIGH SCHOOL GED PARTS	110,341	72,283	24	13
49	CLEP - GE PARTS	45,422	15,422	2,300	1,708
50	CLEP - SE	5,449	2,211	999	333
51	OTHER EXAMINATIONS	127,483	17,496	2,152	1,272
52	TOTAL	288,695	107,967	5,475	3,326

PART VI - NEW EDUCATION LEVELS ATTAINED

	CREDENTIAL	CAREER a	NON CAREER b	WARRANT OFFICER c	OFFICER d
53	HIGH SCHOOL DIPLOMA	3,550	14,668	5	0
54	STATE HIGH SCHOOL EQUIVALENCY DIPLOMA OR CERTIFICATE	2,479	7,289	42	2
55	VOCATIONAL CERTIFICATE	4,645	3,996	97	78
56	TWO YEARS OF COLLEGE	439	94	188	198
57	ASSOCIATE DEGREE	735	159	266	99
58	BACCALAUREATE DEGREE	457	85	131	561
59	MASTER'S DEGREE	105	64	19	1,178
60	DOCTORATE DEGREE	4	0	0	14

PART VII - HOURS OF EDUCATIONAL SERVICE

61	INSTRUCTIONAL HOURS	34,946,033
62	SUPPORT HOURS	3,649,878
63	TOTAL	38,595,911

PART VIII - COSTS (Army)

		OMA a	NAF b
64	INSTRUCTIONAL COSTS	10,992,231	32,812
65	OPERATING COSTS	21,823,207	126,696 ✓
66	TOTAL	32,815,438	178,508

PART IX - ANNUAL REPORTING OF EDUCATIONAL SERVICES PROVIDED BY CIVILIAN INSTITUTIONS

67	NAME OF SCHOOL a	LEVEL b	ARMY ENROLLMENTS c

PART X - REMARKS (Continue on blank sheet)

DATE	TYPED NAME, GRADE, TITLE OF REPORTING OFFICIAL	SIGNATURE

APPENDIX E

Questionnaires

QUESTIONNAIRE FOR

ARMY NATIONAL GUARD AND ARMY RESERVE ENLISTED PERSONNEL

The Army is considering a plan to extend educational benefits to members of the Army National Guard and the Army Reserve. Such benefits might include preparation for the high school equivalency test, tuition assistance, College Level Examination Program testing (a national testing program through which up to 30 semester hours of college credit may be earned) and counseling by Army Education Center Personnel. The survey in which you are participating is designed to give information about the educational interests of Army National Guard and Army Reserve enlisted personnel.

1. Age: ______.
2. Rank: ______.
3. Education level (check one).
    a. Not high school graduate or GED: ______.
    b. High school graduate or GED ______.
    c. Some college: ______.
    d. Associate degree: ______.
    e. Bachelor degree: ______.
    f. Advanced degree: ______.
4. I am now in (check one).
    a. Army National Guard unit that meets for paid assemblies on a regular basis: ______.
    b. Army Reserve unit that meets for paid assemblies on a regular basis: ______.
5. Prior service in Active Army:
    a. Yes: ______.
    b. No: ______.
6. MOS producing schools attended (list by MOS): __________.

__________.

7. What kind of educational program are you in now?

a. None: ______.

b. Preparation for the high school equivalency test: ______.

c. Vocational-technical: ______.

d. Community college: ______.

e. College or graduate work: ______.

8. If you are not in a program now, but the army were to pay part of the cost, say 50% to 75%, what would you be interested in entering (omit if already enrolled in an educational program)?

a. None: ______.

b. Preparation for the high school equivalency test: ______.

c. Vocational-technical: ______.

d. Community college: ______.

e. College or graduate work: ______.

9. Are you going to reenlist in the Army National Guard or Army Reserve when your obligated tour is over (check one)?

a. Yes: ______.

b. No: ______.

10. If you do not presently plan to reenlist, would you do so, or would you consider doing so if you could receive educational benefits such as described above (omit if planning to reenlist)?

a. Would reenlist: ______.

b. Would consider reenlistment: ______.

c. Would not reenlist: ______.

11. Any comments?

QUESTIONAIRE FOR

ARMY RECRUITERS

The Army is considering a plan to extend some educational benefits to members of the Army National Guard and the Army Reserve. Such benefits might include preparation for the high school equivalency test, tuition assistance, College Level Examination Program (CLEP) testing and educational counseling by Army Education Center Personnel.

The survey in which you are participating is designed to give information about the effects of this program, and has been approved by the director of the Recruiting Managment Division, USAREC. Please answer the questions below and return the questionaire in the envelope provided not later than 18 July 1975.

1. How would this program affect your recruiting?

   a. Make it more difficult: _____.

   b. Have no effect: _____.

   c. Make it less difficult: _____.

2. How would this program affect retention in the active Army?

   a. Help retention: _____.

   b. Have no effect: _____.

   c. Hinder retention: _____.

3. Do active Army recruiters draw from the same pool of potential recruits as National Guard and Army Reserve recruiters?

   a. Yes: _____.

   b. No: _____.

      list differences: ____________________.

      ____________________.

      ____________________.

4. Any comments?

E-2

QUESTIONNAIRE FOR

NATIONAL GUARD RECRUITERS

The Army is considering a plan to extend some educational benefits to members of the National Guard. Such benefits might include preparation for the high school equivalency test, tuition assistance, College Level Examination Program testing (a program in which it is possible to earn up to 30 semester hours of college credit by taking tests), and educational counseling by Army Education Center personnel. The survey in which you are participating is designed to give information about the effects of this program on recruitment and retention.

1. I am a member of the National Guard of ________________ state.

2. I am a (check one)

   a. Recruiting and Retention Manager at state level: _____.

   b. Battalion level recruiter: _____.

   c. Area recruiter: _____.

3. Now would this program affect your recruiting?

   a. Make it more difficult: _____.

   b. Have no effect: _____.

   c. Make it less difficult: _____.

4. How would this program affect retention in the National Guard?

   a. Help retention: _____.

   b. Have no effect: _____.

   c. Hinder retention: _____.

5. Do Active Army recruiters draw from the same pool of potential recruits as National Guard recruiters?

   a. Yes: _____.

   b. No: _____.

   list differences: ____

   ____

QUESTIONNAIRE FOR

ARMY RESERVE RECRUITERS

The Army is considering a plan to extend some educational bemefits to members of the reserve components. Such benefits might include preparation for the high school equivalency test, tuition assistance, College Level Examination Program testing (a program in which it is possible to earn up to 30 semester hours of college credit by testing), and educational counseling by Army Education Center personnel. The survey in which you are participating is designed to give information about the effects of this program on recruiting and retention.

1. I am a (check one)

   a. Reserve Components Career Counselor: ____.

   b. District Recruiting Command Liaison NCO: ____.

   c. Veterans Assistance Center Liaison NCO: ____.

   d. ARCOM/GOCOM Recruiting Officer: ____.

   e. Unit Recruiting Specialist: ____.

2. How would this program affect your recruiting?

   a. Make it more difficult: ____.

   b. Have no effect: ____.

   c. Make it less difficult: ____.

3. How would this program affect retention in the Reserves?

   a. Help retention: ____.

   b. Have no effect: ____.

   c. Hinder retention: ____.

4. Do Active Army recruiters draw from the same pool of potential recruits as Reserve recruiters.

   a. Yes: ____.

   b. No: ____.

   list differences: ______________________________

   ____

QUESTIONNAIRE FOR
ARCOM/GOCOM

What educational programs, if any, are presently used by your reserve unit commanders to enhance the educational level of their troops. Please check the appropriate item below.

1. None: _____.

2. High school and high school equivalency programs: _____.

3. Cooperative programs with local community colleges: _____.

4. Vocational training: _____.

5. College level preparation: _____.

6. Other (please specify): ______________________________
____
______________________________.

7. Comments:

8. Unit: ________________________.

APPENDIX F

Comments on Existing USAR Programs

1. The Northern New York area where our units are located has a high level of educational attainment. Few of our Reservists, less than 1/2 of 1 percent, would be eliminated from career progression due to educational limitations.

2. a. USAR Schools and correspondence programs are currently utilized for MOS related subjects for EM and for officers career development.

b. Contract education for technial training by private institutions to obtain training not available through USAR Schools is utilized on a limited basis, i.e., less than 10% of the students.

3. Excellent idea; hope such benefits can be arranged.

4. This headquarters has no knowledge of any program, but is interested in a program that would benefit the USAR

5. Study into acceptable programs will be undertaken by this command.

6. In cooperation with the local USAR School, vocational training to perfect or acquire some needed MOS skills, individuals have been enrolled in local vocational trade schools for short periods of time. In some cases, Army Service Schools have been utilized to train personnel in skills which in turn have had the added benefit of giving the soldier a trade skill; for example, Helicopter Mechanics, Registered Practial Nurse.

7. MOS Training Courses - Correspondence Extension Courses from Service Schools.

8. Attendance at USAR Schools and Army Correspondence Courses.

9. Availability of educational benefits to members of the Reserve Components is regarded by this headquarters as becoming increasingly important if USAR troop unit commanders are to continue to populate their units with qualified individuals. With the end of the draft, there is decreased incentive for many types of individuals to enter the USAR Program, particularly in the lower enlisted grades. Availability of civilian education benefits should be of tremendous assistance in attracting young men and women of potential into the USAR. Some agree that, in the absence of the draft, USAR enlistees will come increasingly from that segment of the population not advantaged by society. The validity of this view will not be known

for years to come, but most admit that such an impact is probable to some degree. Here, too, access to educational benefits, such as preparation for high school equivalency testing, will be of great assistance to unit commanders in providing some enlistees with the civilian skills necessary to do their jobs.

10. All educational programs require funding. USAR units are not authorized funding for these purposes.

11. This unit has attempted to be a 'clearing house' for information between members of the unit and 2 Junior Colleges.

12. There are not provisions in the Army Reserve program to offer personnel any opportunity to enhance their educational level except that related to MOS training. There are contract training programs conducted through the USAR Schools whereby Reservists attend training for MOS qualification, using vocational schools and community colleges. The limited training time available to Reservists must be concentrated on unit readiness. Under present training guidelines if an educational assistance program is favorably considered, those individuals participating would have to do so on other than Inactive Duty Training time.

13. Vocational training is rendered only when it is inherent in the individual's MOS. There has been no structured, coordinated program between this unit and any section of the educational establishment. At company level "ad hoc" team approach to appropriate educational programs are often initiated. However, the duration lasts only so long as that need exists.

14. Encouraging personnel to participate in courses, participate in the USAR School program and complete High School by GED.

15. Extending educational benefits, particularly tuition assistance, to members of the US Army Reserve, would be an outstanding recruiting incentive. Louisiana National Guard offers free tuition assistance to enlisted personnel as an inducement for enlistment.

16. USAR Schools; US Army Correspondence Courses.

17. X-Ray Tech OJT Local Hosp.

18. This command, through USAR School programs, conducts classes for personnel to become qualified in their military assignments. Some type of educational benefits for members of the Reserve Components would assist commanders in recruiting personnel that desire an

education but are unable to because of economic conditions. This would also help retention rate in units. Quality of individuals being enlisted would be enhanced.

19. Vocational school training has been available for printers, cooks and bakers and biomedical electronic repair. Currently, no one is enrolled.

20. An inquiry throughout the Command indicated that there are currently no known programs in existence at individual unit levels or higher which supplement the civilian educational levels of Reservists. The consensus of those representatives contacted was that unit commanders do not have the available time to establish and monitor such an optomistic undertaking and whatever encouragement is available is either utilized to promote the miliary education of the men and women involved or to provide guidance on a particular man-to-man (father-to-son) basis in the area of civilian education. Most respondents were aware of the programs at active Army installations and certain individual Reservists do take advantage of the programs - especially when substantial tuition discounts are involved - again, accomplished on an individual basis.

21. Army Service Schools (MOS training), USAR Schools (MOS training), (Branch Qual), OJT (MOS). If educational benefits were extended to the Deserve Components, it would be of great benefit to the recruiting and retention program.

22. Military subjects: the usual Unit Tng (formal and OJT) Correspondence, Active Duty Schools, USAR Schools, Group Study. We commend your effort. In the past year we have seen a marked change in the type of individual joining our unit. For example, two years ago we have difficulty getting enlisted individuals to apply for outside training. Today, they are hungry for extra education. Just as WWII GI Bill more than paid for itself in GNP, any effort to upgrade our educationally deprived will be a service to the Nation.

23. A program as outlined would certainly enhance recruiting and retention throughout the Division. At the present time over 90% of all assigned personnel in the 80th Division have at least a high school degree; therefore, College Tuition Assistance and the College Level Examination Program testing would be more beneficial than high school equivalency testing.

24. To further military education, only: The Infantry School Extension Course Directorate, Fort Benning, GA 31905. GED Equivalency Programs for High School and College Level credits would most assuredly enhance the USAR Program and increase retention in the enlisted ranks.

25. Recruiting officer has 75 graduate hours in counseling psychology and offers vocational counseling to unit members. We have developed a program with the University of Alaska, Anchorage to conduct vocational testing for unit members to provide career planning. While these programs are worthwhile they are extremely limited by available resources. Additional programs would enhance recruiting and retention.

26. A bill was defeated in the AR legislature to provide limited educational assistance at college level to Army Reservists.

27. There are no units actively involved in civilian education programs in the ARCOM. Military training only is conducted during I.D.T. and A T.

28. There are no educational benefits available to members of the Army Reserve in the states of Illinois and Missouri. Illinois is presently considering an act to allow educational assistance to members of the National Guard only.

29. Program as stated would benefit recruiting within the US Army Reserve.

30. No educational program is being utilized for Reserve members of this command.

31. The State of Louisiana has now authorized a four (4) year tuition paid program to any new enlistee in the Louisiana National Guard.

32. Correspondence courses relating to MOS military subjects; USAR School - both officer and enlisted course. Personnel enlisting in the US Army Reserve in this organization inquire if there are any civilian education benefits available if they enlist. Unfortunately, at the present time the answer is no. This has affected recruiting in this unit.

33. a. Reservists are authorized to attend MOS courses conducted by Army Education Center.

b. All educational programs are directed toward MOS proficiency and qualification.

APPENDIX G

An Overview of ARNG Educational Programs

Introduction: Major General LaVern E. Weber, Chief of the National Guard Bureau, in his letter of 2 July 1975 wrote to The Adjutants Generals of all states, Puerto Rico, the Virgin Islands, and the District of Columbia requesting information on state educational assistance to National Guard personnel. This request was made on behalf of The Adjutant General of the Army who was conducting a study on the feasibility of extending some of the educational benefits enjoyed by the Active Army to Reserve Components. Copies of legislative plans and educational plans and programs were requested along with any administrative documents. A key request was for the degree or amount of participation by the troops and statements in regards to the success of the programs.

The following information has been developed from the reports submitted by all fifty states. The information is presented in the following manner:

(1) General description of program

(2) Tuition assistance programs

(3) Cost of tuition assistance program

(4) Participation figures

(5) Survivor benefits program

(6) Comprehensive education program

(7) External degrees/extension courses

(8) Scholarship program

(9) Other educational programs

(10) Long range plan and program

(11) Support of programs in existence by Adjutants General

(12) Support for program by Adjutants General with no program in their state

(13) Review of persons eligible for program

(14) Effect on recruiting and retention with each state

(15) Number of states who have proposed legislation in progress or whose legislative programs have not been successful yet.

1. General Description of Program

A variety of educational plans and programs are in operation at present within the United States. The following overview presents the scope of these programs:

(1)	Number of states with some type of education programs	23
(2)	Number of states with tuition assistance programs	11
(3)	Cost of tuition assistance program in operation at present time	$748,600
(4)	Participation figures (Difficult to cite due to newness of program)	Approx 15-20%
(5)	Number of survivor benefit programs (Other states may perform this function through other agencies)	2
(6)	Comprehensive education program	6
(7)	External degree program	4
(8)	Scholarship program (Others performed by state associations)	3
(9)	Number of states which have legislation in progress or who have tried and not been successful yet.	23

2. Tuition Assistance Programs

A variety of educational tuition assistance plans are used by various states. They range from tuition assistance grants to scholarships, and from open ended programs with across-the-board benefits to all members of the Guard, to some programs which are highly competitive ones. A general theme of enlistment, retention, reenlistment and self improvement is common to all these programs in spite of the various requirements. The general concept of all programs appears to be to offer education benefits to help maintain the strength of guard units and upgrade the quality of life for the soldier.

Eleven states have some form of tuition assistance plan. The costs range from $5,000 to $220,000. There are two major types of tuition assistance program in operation within the states. One system places an upper limit on total program cost (i.e. North Carolina $220,000) while the other places an open ended grant into effect through the state college and university system. The system of higher education then bills the states for the number of spaces used. Of the 11 states, the majority use a cost limit, but Nebraska and Louisiana use the open system.

ARIZONA

The Arizona Plan provides cash reimbursement for tuition and fees to eligible Arizona National Guardsmen. Any qualified National Guardsman who has completed a semester as a full-time or part-time graduate or undergraduate student at a university, community college for which credit toward a degree is granted, or a certified vocational technical school in the State of Arizona may apply for a tuition and fees reimbursement. To be eligible for tuition and fees reimbursement, a National Guardsman shall:

(1) Be a bona fide member of an Arizona Army National Guard unit or Arizona Air National Guard unit throughout each semester for which he applies for reimbursement.

(2) Have satisfactorily completed initial active duty service.

(3) Have satisfactorily performed duty upon return from initial active duty training, including a minimum ninety percent attendance on scheduled drill dates and at annual training with his parent unit.

(4) Maintain an average academic grade of "C" or better for each semester.

No reimbursement shall exceed the amount expended for tuition and fees and is not to exceed $125.00 per semester or $250.00 per year. In essence, the Arizona Plan provides $1,000 for a person to complete his or her education.

IDAHO

Idaho's National Guard Education Encouragement Fund authorizes 50% tuition assistance for guardsmen in good standing. The purpose of the bill is to provide incentives for reenlistment and retention. The bill can be used by part-time, graduate, or summer school students.

LOUISIANA

Louisiana provides exemption from payment of all tuition charges for guardsmen who attend state supported colleges and universities. This reduced cost of education can save the guardsman who entered as a freshman in the fall of 1974 between $800 and $1300 during a four year course of study. The user must be between 17 and 30 years of age and in good standing in the school.

MISSISSIPPI

The Mississippi National Guard Educational Assistance Act provides funds for undergraduate study for guardsmen in good standing between the ages of 18 and 36. The benefits are open to officers and enlisted men. Fees cannot exceed $150 per semester or quarter, $300 per year, or a total of $1200.

MISSOURI

The Missouri Program, "The Spirit of 76 Educational Program" is a tuition assistance plan offered in cooperation with Northwest Missouri State University where a tuition grant of $100 is awarded to each new enlistee and also 25 stipends of $200 are offered for graduate study. Another program used in Missouri at present is one in which Missouri Guardsmen pay their own fees and tuition to enroll in a program designed especially for them by Columbia College, Columbia, Missouri. This external degree program takes the program to the troops. Credit is given for military courses as well as job experience. Other type of credit is given, i.e. an enlisted man receives eight hours credit for completing BCT and REP training and an officer can get eleven semester hours credit for military training. The Missouri National Guard is also surveying its troops to ascertain the direction they should go (BA, college degree, technical school or vocational school) and is considering the possibility of seeking fifty percent tuition funds for National Guardsmen from the legislature. A cooperative plan has been worked out with individual community colleges so that on a campus-by-campus basis academic credit can be given for military schooling. Off campus educational credit can also be obtained by the Missouri Plan.

NEBRASKA

This plan provides for a fifty percent reduction in tuition charges for all members of Nebraska Guardsmen at "any state-supported university, college, vocational or technical training school in the State of Nebraska."

NEVADA

The Neveda Plan permits The Adjutant General of Nevada to authorize the payment of fifty percent of the consolidated fee for each semester for each member of the Active Nevada National Guard to attend the University of Nevada as a full-time or part-time student. The funds come from "The Nevada Educational Encouragement Fund" in the state treasury and the guardsman must be in good standing throughout the entire semester for which benefits are received.

NORTH CAROLINA

The North Carolina Tuition Assistance Act of 1975 provides tuition assistance not to exceed $500.00 per year for a maximum of 4 years to qualifying members of the N. C. National Guard.

SOUTH DAKOTA

South Dakota provides fifty percent of tuition without cost or reimbursement of fifty percent of tuition for qualifying members of the National Guard. The tuition assistance cannot exceed four years time.

UTAH

The Utah tuition assistance program is open to both Army and Air Guard units on the basis of one scholarship per each morning report entry for the Army and UDL for the Air Guard. Remaining scholarships for the Army Guard are allocated by state recruiting officers to units on the basis of need; such as those units below 100% authorized strength.

VERMONT

The Vermont Enlisted Men's Scholarship Awards Program provides grants of $500.00 to selected enlisted men. Bases of the scholarship are financial need, loyalty to the Guard, and high level of performance of guard.

3. Cost of Tuition Assistance Program

The annual cost of current state tuition assistance programs is shown by the following figures.

STATE	AMOUNT
Arizona	$125,000
Idaho	$ 78,500
Louisiana	$112,000
Mississippi	$100,000 upper limit
Missouri	$ 5,000 plus
Nebraska	Undetermined open cost
Nevada	$ 55,000
North Carolina	$220,000
South Dakota	$ 18,600
Utah	$ 25,000
Vermont	$ 10,000
	$748,600

4. Participation Figures of Tuition Assistance Program

Pariticpation figures are difficult to ascertain as many of the programs have been in operation for only a year. The following figures reflect participation as reported by these states. These figures do not reflect the total number of students enrolled in the many other programs within the states.

LOUISIANA

Year	Number of Students	Participation	Cost
Fall 74	396		$ 44,352
Spring 75	235 New Students		67,852
	631 Total	15%	$112,204

IDAHO

Year	Number of Students	Participation	Cost
Fall 74	224	About 8%	
Spring 75	141	Will go to 18%	
	365		$78,500

5. Survivor Benefits Program

Kentucky and Texas offer survivor benefits programs.

KENTUCKY

The Kentucky Plan provides educational opportunities for the spouse and/or children of a Kentucky Guardsman killed or permanently and totally disabled while on state active duty, active duty for training, inactive duty with the Kentucky National Guard or in the Armed Forces of the United States during a national emergency. Such an individual shall not be required to pay any matriculation or tuition fee upon his admission to any state supported university, junior college or vocational training institution of higher education.

TEXAS

Texas provides a survivor's benefit plan. This plan provides for the exemption of payment of tuition and certain other fees at state supported colleges and universities for school age sons and daughters of personnel killed in active state duty.

6. Comprehensive Education Program

Several states have taken an in depth look at the educational needs of their troops and have devised systematic approaches to solving these problems. Short range, intermediate and long range educational plans and programs have been formulated by several of the states. Of particular interest to this study are the following programs:

(1) The North Carolina Continuing Education Program is a comprehensive approach involving all levels of education for all guardsmen. The program features are: a tuition assistance program, an education advisory committee composed of representatives of all state education agencies and key guardsmen and an O3 charged with being the Career Education Officer.

(2) The New Jersey Program for Increased Education (PIE) is a total education program concept which uses the state OCS building and organization as an education center.

(3) The Alabama GED program is oriented toward securing high school diplomas for its troops.

(4) The Pennsylvania National Guard Educational Development Program conducted a study to determine its needs and then outlined a program to obtain high school diplomas.

7. External Degrees/Extension Courses

Some states are involved in securing credit for undergraduate and graduate work by use of external degree programs. Missouri and Kansas use Columbia College (Missouri) and New York uses the New York Regents Degree Program. For example, the component parts of the Kansas Plan are as follows:

A major aspect of the Kansas Plan is directly related to the Columbia College Program for guardsmen to obtain a college level degree. Utilizing the Topeka Armory, Columbia College teaches courses for five-hour periods one night a week for eight weeks, resulting in three college credit hours. The cost is $60.00 per credit hour. They will give credit toward a college degree for what a person has learned in a nontraditional manner, including military courses, as well as job experience. The credits awarded appear to be based on the CLEP program and/or the American Council on Education's Guide.

Several states which have education programs in existence have made provision for some credit to be obtained by use of extension courses or corresponding divisions. Missouri for example, uses this approach as part of their program.

8. Scholarship Program

NEW HAMPSHIRE

Another approach is that of New Hampshire which offers a $500.00 per year scholarship to any guard member, or a dependent of a guard member. It is based on the most needy cases and is granted by the New Hampshire National Guard Officers Association.

NORTH CAROLINA

North Carolina has an Education Foundation which awarded over fifteen scholarships last year. The Foundation has its own Board of Directors but it is an integral part of the North Carolina National Guard Association. Basis of award is need, and guard members and their dependents are eligible.

9. Other Educational Programs

A number of states have taken different approaches in providing educational benefits, other than educational tuition assistance programs, for their troops. Some of these are as follows:

ALABAMA

Alabama has a pilot project in operation at two Air Force bases which gives credit for the training an Airman receives under the Air Force Dual Training Program. This program provides credit for courses which the Air Guardsman takes in acquiring his job skill proficiency.

KANSAS

The State of Kansas has a plan consisting of two major aspects. The first is the Kansas Plan/Military Career Education Concept/ Kansas National Guard. This is a program of education, through the military, in which qualified high school students can participate in a Military Active Duty for Training period of four to six months and receive high school credits. The total length of training period is dependent upon the Advanced Phase of Individual Training for which the student is enlisted. For satisfactory completion of military training, the qualified senior could receive credits from his high school such as, one credit for Physical Education, one credit for Citizenship Education, two credits (minimum) for Career Education.

MAINE

The State of Maine has embarked on a program of giving the GED examination free of charge to members of the Maine National Guard who have not completed their high school education.

MASSACHUSETTS

The State of Massachusetts has an education project designed to enable enlisted personnel and their immediate families to earn a high school diploma or its equivalent. This plan is unique due to the inclusion of families of Massachusetts Guardsmen. Additional educational benefits are being sought.

MINNESOTA

One unique aspect of the Minnesota approach is their counseling program designed to tell their troops about military training for which equivalent civilian credits may be obtained. New enlistees are sent a letter in regard to this matter and a directory of participating schools involved in this program.

MISSOURI

An enlisted man receives eight hours credit for completing BCT and REP training and an officer can get eleven semester hours credit for military training.

Missouri is also surveying its troops to ascertain the direction they should go (BA college degree, technical school or vocational school).

OREGON

A new plan has been started in Oregon which allows high school seniors to join the Guard and finish their high school work while in an Army or Air Force service school. The student can select among 200 courses under the program and complete his training while receiving credit toward his high school diploma. The courses vary from eight to fifty-two weeks duration and, in most cases, this allows the senior to complete both the basic and advanced training in time to return home for high school graduation.

The program in Oregon was made possible when the legislature rewrote the high school graduation requirements. The new requirements allow students much more flexibility in earning credits for graduation. Participation in the program is voluntary for each school, and the local Board of Education must approve as do the individual parents. A large group of Oregon schools have seen fit to participate in the program, as interest in the Guard by the high school seniors grow.

It is noted that North Carolina and other states are seeking to establish a servicemens opportunity college type program for guardsmen whereby civilian academic credit can be given for military education and experience.

10. Long Range Plans - Quality Improvement and Quality Accessions

Several of the state plans and programs indirectly address the problem of quality improvement and quality accession both for enlisted personnel and officers.

North Carolina addressed the issue directly by developing an intermediate and long range plan. The initial part of the plan is now in operaton and the other phases should be developed on schedule.

NORTH CAROLINA

A. Recommend that at State Level:

(1) Improving the opportunity for High School Diploma Programs receives first priority for our troops and that our major thoughts be in this area.

(2) That one or two battalions be selected as trial or project battalion with regards to implementing a GED or High School Diploma Program.

(3) That a GOC or SOC be established in our state with credit being given for military experience at these schools.

B. Recommend that the following Education Plans and Objectives be adopted by the NCNG:

(1) One Year

(a) Education Committee Established

(b) Education Office Established

(c) Aims of Program Presented

(d) Improve High School Opportunities Goal: 25 Guardsmen to get diploma 1 Jan to 75 1 Jan 76

(e) Community College Goal: 20 Officers to complete two years or more of college

(f) College Goal: 5 Officers or more to complete college

(g) For North Carolina to host a National Conference on Continuing Education for the Guard.

(h) For North Carolina to establish a Guardsman Opportunity College (COG).

(i) For a national program of education opportunities to be developed with North Carolina leading the way.

(j) Legislation introduced in North Carolina for education benefits, tuition grants, or recruiting and retention.

(2) Three Years

(a) High School Goal: 75-100 Guardsmen to get diploma.

(b) Two Years 50 Officers through a vocational school program or other college.

(c) College 15 Officers through college.

(d) GOC Establish program to provide educational opportunities.

(e) Legislation secured for 25 competitive scholarships at 4 year schools.

(f) Development of Fort Bragg OCS into a Guard Continuing Education Center.

(3) Five Years

(a) High School Goal: 200 Guardsmen obtaining diploma.

(b) Two Year 100 Officers obtaining degree.

(c) College 25 Officers obtaining degree.

(d) GOC Extend to all colleges and universities in state.

(4) Ten Years National GOC Plan

(a) High School - Every guardsmen to posses a high school diploma or its equivalent.

(b) Community - The technician force should possess a two year college degree or better.

(c) College - 50% of the officers to have four years or more of college.

(d) The N. C. National Guard Center at Fort Bragg to be used for a variety of national educational programs.

11. Support and Endorsement of Education Program By Adjutants General With Programs in Their States

Written endorsement, supporting a plan for extending educational benefits to the reserve components, were received from a large number of Adjutants General who replied to the Guard Bureau's request for information.

The endorsement which came from Arkansas is typical of opinions at the state level.

"I feel that educational legislation of this nature is a must for future recruitment of young men and women of high school and college age who fall within the non-prior service category. We find it exceedingly difficult in Arkansas to enlist this category non-prior service individual into the Guard with the limited number of basic training spaces we are able to obtain during critical summer vacation months. By enlisting in the Guard the majority of these individuals of necessity must break into the cotinuity of their programmed education by absenting themselves from thr first fall semester of their college career. With the benefit of an educational assistance program it would be profitable for these individuals to delay their college entry.

I also feel that additional Federal legislation in the area of tuition assistance would be most beneficial and would complement a state tuition program.

I will continue to lend my support to this legislation within the State of Arkansas and throughout the nation and would like to take this opportunity to encourage the National Guard Bureau to strongly support this type legislation in the future."

A Nebraska Adjutant General said, "This benefit has opened new doors to our recruiting force, particularly in the school. We now, more than ever, can talk the same language as the high school counselors... "continued education."

Our educational benefit has definitely aided recruiting and retention in the short year since its passage into law (July 1974). We anticipate continued improvement in attracting students to the Nebraska National Guard, as knowledge of this benefit and other membership benefits increases."

Conclusion: Adjutants General who have educational programs in their states like them, support them, and view them in most positive terms.

12. Support of Programs by Adjutants General with no Tuition Assistance Plans in their States.

Adjutants General who did not have tuition assistance programs in their states supported the concept of extending education benefits to their troops as evidence by the following comments.

North Dakota

Obviously I would be very much in favor of an educational assistance program for Guardsmen. As a matter of fact, surveys conducted in this State have disclosed that such a program rates very high on the list of desirable incentives to the recruiting effort.

Delaware

1. At the present time the State of Delaware does not provide educational benefits or assistance to National Guard personnel.

2. It is felt that such programs would greatly enhance the recruiting effort of the National Guard.

Indiana

1. The State of Indiana does not have any educational benefits in being for National Guard Personnel, nor is any Legislation currently proposed. However, every attempt has and is being made to get "a foot in the door."

2. We certainly hope the National Guard Bureau will strongly support HR 96, introduced by Representative Montgomery (Miss) and co-sponsored by Representative Myers (In).

And another state replied "We strongly encourage the extension of educational benefits to all Guardsmen. Such a program would greatly enhance the recruiting effort and I can think of no stronger incentive than that which provides educational assistance."

From these selected comments and those with on-going programs, it can be concluded that there exists a great deal of support for proposed and enacted educational programs.

13. Review of Persons Eligible for Program and Length of Eligibility

An itemized index of the program in progress and proposed educational programs indicates the following:

(1) That the majority of programs have had special legislation written for the Guard and few other Reserve Forces are eligible.

(2) That while the major purposes of the program are to enhance recruiting and retention, most of the programs are open to officers and warrant officers also.

(3) That many programs are in existence which offer educational opportunities in vocational and technical schools, community colleges, and universities on the undergraduate level.

(4) That some of the programs provide opportunities for graduate level and professional schools degrees such as law.

(5) That the average length of benefits is 4 to 5 years or upon completion of the degree, whichever comes first.

(6) That many programs to obtain high school diplomas are in progress at present.

14. Effects on Recruiting and Retention

The effects which the state education program have had on recruiting and retention is another difficult question to answer due to the newness of the programs in many states. The belief that it would help is best stated by The Adjutant General of Kansas. "Based upon information that has been received from other states, and opinions formulated as a result of numerous conversations with our National Guard personnel, it would appear that an educational benefits program would improve our recruiting and retention capabilities. It is our consensus that an educational benefit program would be desirable."

The problem of statistics is stated by Idaho: "The educational assistance offered by the State of Idaho to Army and Air National Guardsmen has been significant in encouraging enlistment and retention of quality personnel. These benefits are in addition to any others furnished to the applicants. There is not real "go no go" gauge to measure the success of the program as it relates to enlistment and retention of quality personnel. We do not know that many members who have benefited from the program initially entered the Idaho Guard to secure the advantages of satisfactory membership in the form of educational encouragement."

The Adjutant General of Nevada was not impressed at first by the use of educational benefits for recruiting and retention but experience factors helped change his mind. "Initially, it was our consensus that the programs effect on recruiting was neligible. However, after two years of publicity I now feel that it does play a significant role in our recruiting program. More significantly, I am satisfied it has been the dominant factor in our retention program, especially in the area where individuals complete their ETS and are considering reenlistment."

Nebraska experienced a personnel gain of over 500 persons within one year after their education bill was introduced; however, command leadership and recruiting and retention efforts also contributed to the increase in strength. Nebraska strength went from the low 80's to almost 100%. According to Nebraska Adjutant General "our educational benefits have definitely aided recruiting and retention in the short year since its passage into law (July 1974)."

Perhaps the strongest support for recruiting and retention comes from Louisiana, another state with a tuition assistance program. "The legislation was signed into law in August 1974 and we have only one academic year of experience in the program. The following effect on recruiting and retention has been indicated:

a. Greater access to high school seniors and exceptional cooperation from high school officials and guidance counselors.

b. Students in high school and college became very interested in the entire National Guard program as a result of the tuition exemption opportunity publicity in the past year."

c. "Units and recruiters report the program has brought direct results in enlistments, particularly veterans, since this exemption is in addition to VA assistance. Most on-campus veterans assistance officers are now pushing the program, especially for young married men having financial difficulty staying in college. College and university counselors are doing the same for non-veteran students."

d. "Program publicity has resulted in many new members who became interested through it but are not actively using the program now. They reportedly enlisted now for other benefits and plan to use the tutition exemption later. These are mostly non-prior service individuals."

e. "The program has certainly increased the quality of the enlistees in the past year."

f. "For those present members, the program has had a marked effect on retention as the law requires a person to be a member at the beginning of and throughout the entire period of the tuition exemption. This has caused many extensions of enlistment in the past fall and spring and will create many more. Of course, the personnel retained are of the best quality. With only two full semesters of experience, it is difficult to establish very positive facts, but so far the program dropout rate is running less than .05 percent. This includes applicants receiving approvals but failing to register and the use the exemption. There were 650 participants in the program at the close of the spring 75 semester."

It can be concluded that while the experience factor is lacking; a great deal of positive expert opinion is available in support of the thesis that a program of educational benefits can be a valuable aid in recruiting and retention quality troops for the National Guard.

15. Number and Type of Proposed Legislative Plans or Plans Which Have Not Yet Been Successful

Twenty-three states have submitted legislative proposals which are now in progress or which have not been successful. Many of these states plan to reintroduce their legislation as soon as economic conditions improve. The majority of these plans deal with some form of tuition assistance plan.

STATE	TYPE PLAN	STATUS
Alabama	Tuition Assistance	Being Prepared
Alaska	Tuition Assistance	To Be Resubmitted
Arkansas	Tuition Assistance	To Be Submitted
California	Tuition Assistance	To Be Prepared
Florida	Tuition Assistance	Introduced 75 Legislations Failed to Pass
Georgia	Tuition Assistance	Bill Prepared Not Submitted
Hawaii	Tuition Assistance	To Be Submitted Jan 76
Illinois	Tuition Assistance Scholarship	Enacted by Legislation Needs Governor's Signature
Iowa	Tuition Assistance	Submitted/Did Not Pass

STATE	TYPE PLAN	STATUS
Kansas	Tuition Assistance	To Be Reintroduced 1976
Maine	Tuition Assistance	Submitted/Did Not Pass
Massachusetts	Tuition Assistance	Not Acted on at Present
Michigan	Tuition Assistance	To Be Reintroduced
Minnesota	Tuition Assistance	To Be Reintroduced Next Year
Montana	Tuition Assistance	Bill Killed in Committee by Administrative Report
New Jersey	Tuition Assistance	Presented to Governor's Council
New York	Tuition Assistance and Scholarships for Children of Deceased/ Disabled Guardsmen	Submitted 3 Times Will Try Again
Ohio	Tuition Assistance	General Assembling Not Expected to Act on This
Oklahoma	Tuition Assistance	Proposed
Washington	Tuition Assitance	Submitted/Did Not Pass
West Virginia	Tuition Assistance	Passed Senate Did Not Pass House
Wisconsin	Tuition Assistance	In Process at Present Outcome Doubtful
Wyoming	Tuition Assistance	Introduced Unsuccessful

APPENDIX H

Impact/Opinion Statements

The managers of current programs were asked their opinion in order to obtain their subjective evaluation of the impact, pro or con, of this program if it were implemented, upon their programs.

a. SOC - Dr. Jim Nickerson, Director of the Serviceman's Opportunity College (SOC) replied:

"It would appear the growing network of SOC institutions should be of substantial service in providing the needed educational services to members of the National Guard and the US Army Reserve should educational benefits similar to the Army GED program be extended to them.

Assuming the number of probable users to be approximately 70,000 for the Guard and 40,000 for the Reserves (110,000), the present 325 SOC institutions should be able to absorb much of the additional loads quite readily. It is estimated that SOC now serves 250,000-300,000 servicemen and women under voluntary education programs of the services, and perhaps about 450,000 veterans through its two-year and four-year member institutions.

There are some limitations arising from the geographical distribution of SOC institutions, for they still tend to cluster in the states and the areas where military installations are to be found. However, the network is slowly expanding into areas previously unrepresented to provide 'Project AHEAD' type of educational services in addition to the broader concern for recognition and transfer of work among all member institutions.

Moreover, of most concern to the reservist or guard member is not the transferability of work, but the readiness of institutions to bring study opportunity and instruction to base or wherever members are clustered, and to do so in modules of content and time consistent with conditions of service or assignment. SOC institutions are enjoined to make such an effort and stand ready to make their more flexible procedures and programs of instruction available to Guardsmen and Reservists, as well as to men and women in service or as veterans."

b. DANTES - The Defense Activity for Non-traditional Education Support (DANTES) were also asked for an impact statement. Personnel costs and test security were two of their major concerns, as evidenced by their reply:

"In response to your request for information regarding the impact of offering education services to the Reserve Components, my staff has prepared the following inclosures for your information.

Please note that the administrative and scoring costs for the CLEP tests are approximations, as negotiations with Educational Testing Service (ETS) for FY 76 have not been finalized. The exact cost of the SST's is not available at this time either, as this is also under negotiation with ETS. Cost figures for GED examinations have not been included, as the GED examinations are available only in overseas education centers and therefore do not affect CONUS Reserve Components. Reserve Component utilization of the programs available through the DANTES Independent Study Catalog would, of course, result in increased Army funding for the Tuition Assistance Program. Unfortunately, with no historical data available we cannot make any cost projections in this area.

With regard to the testing programs available through DANTES, one of our major concerns is test security. As all major military installations have established procedures for the safeguarding and administration of test materials, we strongly recommend that the Reserve Components utilize the Education Centers already established in the event that the Voluntary Education Program is made available to Army Reserve and National Guard personnel.

Our conservative projections indicate, for FY 76, 74,655 examination administrations at a cost of $515,570. On our part, full support of extension of the Voluntary Education Program to the Reserve Components would require two additional clerical support personnel. We would require one person (GS-5) to process and resolve problems in the Examination Program area and one person (GS-4) for data gathering and statistical tabulation for the Independent Study area. As the Independent Study area is new and the workload not yet critical, the GS-4 position would not require immediate fulfillment. However, the Examination Program area is already functioning at full capacity and would require immediate clerical support.

While this information is based on several untried factors, it represents our best estimate of potential implications."

c. Project AHEAD - An estimate of the impact on Project AHEAD was also sought. The following comments were provided:

"Project AHEAD, (Army Help for Education and Development) seeks to provide educational opportunities to service personnel. Project AHEAD schools expect students to return to their school to complete their degree work. Enrollment can be accomplished prior to the individual entering the service and there are over 1,200 participating schools.

Expansion of tuition assistance to the National Guard and Reserves would have a large impact on the schools as it should increase enrollments."

d. National Guard Bureau Impact Study - The National Guard Bureau was asked to provide an impact statement for a proposed model of administration which would establish an education technician at the 03 level in each state and would provide an 05 at Bureau. Proposed administrative needs were considered and responses made to them.

The Training Branch responded as follows:

"From an operations and training standpoint, extending educational benefits to ARNG personnel will be positively received by all Guard members.

Participating members will ultimately expand their educational backgrounds. Morale will significantly improve, the results of which will be shown in increased enlistments and extensions of enlistments. Furthermore, the program will complement the One Army Policy and bring the National Guard one step closer toward making that philosophy a reality.

Any required administrative support necessary to implement this program should be accomplished by a full-time technician staff or by providing ATAs or school funds as required. The present training time (48 training assemblies IDT and 15 days AT) is required to conduct mission oriented training to increase the combat readiness and proficiency of all ARNG units. Cutting into this time, for any reason, could hamper achieving these readiness objectives at a time when the National Guard is being heavily relied upon as a member in the Total Force."

From the above letter of support it can be seen that a major concern and constraint is the possible support or mission essential training time at all levels and in all Guard units.

The reply from the military manpower side posed yet another question:

"Additional military (paid drill spaces) to accommodate the proposed full-time education career officers and military related administrative support assigned to the 53 states and territories must be generated as follows:

(1) Trade-off from those spaces presently allocated to man the respected State HUD.

(2) Approval by HQDA to increase the manning level of the authorization documents to accommodate the required spaces.

(3) NGB space could be special FTTD/ADT tour for the project."

These manpower constraints provide another challenge to planning and implementing model programs of administration.

e. Office Chief of Army Reserve Impact Study:

A proposed model of administration which called for the addition of a full-time 0-3 along with administrative support was submitted to OCAR for their response and for a impact study.

The following quotes in regards to the securing of personnel are noted. "Under present authorizations, approval at the ARCOM/GOCOM level of a full-time 0-3, along with a clerk-typist for support, to administer subject program would be unrealistic."

The manpower constraint would be a consideration involved in any proposed administrative model.

In regards to training, it was stated that:

"The use of regularly scheduled drill time for testing of troops for the high school diploma/GED test would be objectionable, however, in the event that the proposed full-time personnel became a reality, non-drill date schedules could be established at the training centers for administering the tests."

This statement is in agreement with the National Guard Bureau O&T section statement. It appears that a major constraint would be locating time other than training time to test the troops.

f. The Operation and Training Section for the National Guard in two states were asked to respond to the possible impact of this program on their training. Both sections welcomed it warmly as a recruiting and retention device and saw no impact upon training provided the program was conducted outside of training time.

g. Adjutant General and Staff Impact Study:

In addition to the voluntary letters of support and endorsement received from various Adjutant Generals of the state, one state Adjutant General was asked to do or make a brief impact study of the program on his forces. In a staff discussion it was pointed out that, "yes our state is definitely in favor of the possibility of extending educational benefits to our troops however; any program of educational benefits cannot detract from our missions essential training. Mission essential training must have first priority. It is our belief that civilian education opportunities which benefit the individual should be participated on the individuals own time. This will show interest and effect on the troopers part as these benefits are above and beyond the normal benefits offered to the Guard."

h. Impact on Internal programs - Two addition in-house educational programs of the TAG Education Directorate were asked to develop a description of their program along with possible implications for Reserve Component. These programs were the Accreditation of Army Training and Experience (AME) and National Apprenticeship Standards for the United States Army. These programs were described as follows:

(1) Accreditation of Army Training and Experience - In June of 1974 the Office of The Adjutant General contracted with the Commission on Educational Credit of the American Council on Education (ACE) to study the feasibility of using the Army MOS classification system as a basis for relating the learning experiences of enlisted personnel to learning required in apprenticeship training and post-secondary educational programs. The study involved an in-depth analysis of 100 MOSs, a task which required the examination of MOS performance standards, related training materials, on-the-job training and the Enlisted Evaluation system. Based upon standards it had developed, the task force recommended credit for 91 of the 100 MOSs studied. The recommendations were as follows: (a) from one to 56 hours in the vocational certificate category, (b) from two to 46 hours in the associate degree category, (c) from three to 26 hours in the upper-division baccalaureate category, and (d) up to six hours in the graduate degree category. Recommendations for advanced standing in apprenticeship training programs ranged from 400 to 8,000 clock hours of job experience. A new contract has been negotiated with the Commission to evaluate an additional 200 Army MOSs. Since the Commission is the only national organization which recommends credit for non-traditional learning, it is necessary for evaluations to emanate from the organization rather than from the Army in order to assure eventual acceptance of recommendations by the academic and vocational communities. Therefore, the recommendations will be

published as an addendum to the ACE Guide to the Evaluation of Educational Experiences in the Armed Services, 1974. It is the prerogative of individual educational institutions and vocational agencies to accept the recommendations and award credit as they see fit. ACE is presently working with various elements of the academic and vocational communities in order to gain wide acceptance to the Commission's recommendations.

The possible impact on the Reserve Components of this program would be great. If the Reserve Components were provided this same benefit then many of the troops would and could secure a large number of hours credit toward a degree in their local educational institution.

(2) National Apprenticeship Standards for the United States Army - The National Apprenticeship Standards for the US Army were registered with Department of Labor (DOL) on 9 July 1975. The registration of these standards brings the Army one step closer to its goal of gaining acceptance by labor, industry and management of Army training and experience. The standards specify that Army training programs will not be altered to meet civilian apprenticeship requirements. They prescribe policies and procedures under which TRADOC and Health Services Command Service Schools may develop and register individual apprenticeship programs in their functional areas with DOL. The purpose of these programs is to provide soldiers with the opportunity to earn vocational credentials comparable to those of their civilian counterparts. Army apprenticeship programs will encourage greater professionalism on the part of the soldiers and serve as a valuable recruiting incentive. The first such program, a program for equipment operators and mechanics developed by the Army Engineer School, will be registered with DOL in early August. Other programs are under development. The Office of The Adjutant General (DAAG-EDG) is the HQDA staff agency responsible for the administration of Army apprenticeship programs. Soldiers Army-wide working in labor-related MOSs are eligible for participation in these programs on a voluntary basis. The progress of soldier-apprentices will be recorded in log books which will be certified by immediate supervisors. A central registry at DOL will record all apprenticeship actions and maintain individual files on each apprentice. Certificates of Apprenticeship Completion will be issued by DOL upon completion of training requirements. The implementing regulation for Army apprenticeship programs will be distributed to the field in early August. Draft copies of the regulation are bring forwarded to MACOM DCSPERs and installation education centers in order to furnish advance information which can be made available to soldiers, commanders, and supervisors.

This program could have potential benefits for the Reserve Components. Reserve units such as Engineer Battalions, Transportation BN and other support units would have a powerful recruiting and retentions incentive and the troops themselves would benefit from the program.

i. Battalion Commanders

A telephone survey to selected Battalion Commanders in National Guard units across the states was made in regards to the proposed program and to possible impact on their Battalions. The telephone survey was used due to the constraints of time. Approval to make the calls was obtained from the National Guard Bureau, the GI or Administration Director of the states involved, and the Battalion Commanders themselves. A standard format for the questionnaire was used and the following responses were obtained by asking the questions and calling back later for replies. The sample was spread out across the United States and while it was not random, statistically speaking, the sample was representative.

(1) What is your opinion in regards to the overall study?

Number of Battalion Commanders Attempted to Reach - 12

Number of Battalion Commanders Responding - 8

Number of Battalion Commanders in Favor of Program - 8

Comments ranged from great to much needed.

(Vacation, time constraints, were reason some did not reply.)

(2) What would be the impact on your Battalion in regards to training and personnel if the benefits of the program were put into action?

N = 8

No problem foreseeable - 6

Limited problem of training time and concern over training time but no objection - 2

(3) Would or could you consider using 1 drill per year for testing for high school diploma but no other aspects of education programs will impinge on training time?

Would consider - 5

Would consider but training time is very essential - 3

(4) Comments: (These were varied but all were supportative of the program. Most saw the program as a recruiting incentive.)

The following responses are typical ones from Battalion Commanders:

(a) "We need more incentives to continue to attract and retain high quality individuals. The more benefits we have the greater the degree of success of recruiting and retaining people, if we can also provide them meaningful training. We can't compete for pro pay like the Active Army so we need all incentives we can get. The program should be voluntary in nature and non-threatening to the troops. Likewise, the program may help young women with their educational requirements for OCS. Yes, we need the program."

(b) "Impact on training and personnel would be limited. I am supportative of the concept but the needs of training time must be met."

(c) "Would possibly consider giving up 1 drill per year of commander time for testing of high school diplomas, tuition assistance and other plans would be done on troops on our time."

(d) "Excellent program - Hope it comes through."

It can be concluded that some Battalion Commanders are very supportative of the program, while others are concerned about the use of training time. The predominant feeling is that training time, except possibly for one time testing for the high school equivalency test should not be used. Overall, the Battalion Commanders surveyed believe the program is feasible and would be valuable.

j. Other opinion statements are included in Appendices F and G.

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